

**HOUSING ELEMENT  
OF THE  
CITY OF ORLAND GENERAL PLAN**



**January, 1993**

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CITY OF ORLAND GENERAL PLAN**



**Submitted to the City of Orland by:**

**QUAD Consultants** ✓ w0  
**Sacramento, California**

**January, 1993**





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## INTRODUCTION

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## INTRODUCTION

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## SECTION 1.0

### INTRODUCTION

The *Housing Element* is intended to direct residential development and renewal efforts in ways that are consistent with the overall economic and social values of the City and that work towards achievement of the State goal of accommodating the housing needs of Californians at all economic levels. The residential character of the City is, to a large extent, dependent upon the variety of its housing units, their location and maintenance.

The *Housing Element* is the City's official response to findings by the State Legislature that availability of decent housing and a suitable living environment for every Californian is a high priority. By identifying local housing needs, adopting appropriate goals and policies, and providing local legislation and programs to meet these needs, local government may be more effective in dealing with the housing needs of its residents.

#### 1.1 AUTHORITY

Section 65580 et. seq. of the California Government Code contains directives for preparation of local housing elements.

#### 1.2 HOUSING ELEMENT RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS, ADMINISTRATIVE PRACTICES, AND RELATED PROGRAMS

The *Housing Element* of the *General Plan* is only one part of the City's planning program. There are many interrelationships with other program activities which limit, augment, and implement policies and goals of the *Housing Element*.

#### STATE PLANNING LAW

State law requires all local jurisdictions to adopt and maintain a general plan incorporating a statement of development policies and seven required elements (land use, circulation, open space, conservation, safety, noise and housing). The law also





requires the plan to be internally consistent, to have zoning conformance (except charter cities), and not be amendable at will. Additionally, Section 65300.7 of the Government Code provides that local agencies may prepare their general plans to accommodate local conditions and circumstances, while meeting the law's minimum requirements.

## **LOCAL GENERAL PLANS**

The general plan should be comprehensible to the public. To meet this test it should not be long or complicated. It is not intended to present a full array of all City programs, conditions and circumstances to fully satisfy a comprehensive understanding by people not reasonably familiar with local and State laws. A local plan will not typically identify all linkages in City programs and processes which may impact a plan policy or program.

## **GENERAL PLAN CONSISTENCY**

The California Government Code requires that general plans contain an integrated, internally consistent set of policies. When any one element of the *General Plan* is revised, and especially when new policies and priorities are proposed, the other elements must be reviewed to ensure that internal consistency is maintained.

## **ZONING CONFORMANCE**

Zoning ordinances are commonly used to implement general plans. General law cities, such as Orland, must assure that the zoning ordinance furthers the purposes and intent of the general plan and does not contain language or zoning designations that are contrary to the general plan.

### **1.3 HOUSING ELEMENT ORGANIZATION**

Government Code Section 65583 requires the *Housing Element* to include these basic components:

1. A review of the previous *Housing Element's* goals, policies, programs and objectives to ascertain the effectiveness of each factor and the overall



effectiveness of the element. Revise the update based upon the results of the review.

2. An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs.
3. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing.
4. A program which sets forth a five-year schedule of actions the City is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the *Housing Element* through the administration of land use and development controls, provision of regulatory concessions, and the utilization of appropriate federal and state financing and subsidy programs when available.

This *Housing Element* is composed of three distinct sections:

- **Background**, which describes existing conditions and provides data on population and housing for the City of Orland
- **Issues**, which analyzes housing affordability, social and physical conditions, constraints and opportunities in the City of Orland, and
- **Policy Plan**, which contains the evaluation of the previous *Housing Element* and sets forth goals, quantified objectives, policies and programs for the City of Orland *Housing Element*

The document also includes an Appendix which includes background information.



BACKGROUND

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BACKGROUND

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## SECTION 2.0

### BACKGROUND

#### 2.1 POPULATION AND HOUSING UNITS

Housing information presented in this Section, unless stated otherwise, refers to the City of Orland. The population of Orland has grown substantially since 1980, at an average annual rate of 2.5 percent. A review of U.S. Census data indicates that the housing stock in the city expanded by 251 units during the period 1980-1990, an average annual increase of approximately 25 units (Table 2-1).

TABLE 2-1  
TOTAL HOUSING STOCK 1980-1990  
CITY OF ORLAND

YEAR	NUMBER OF UNITS	% INCREASE
1980	1,757	
1990	2,008	+ 14.3%

Source: U.S. Census of Population and Housing, 1980, 1990.

An examination of census data provides insight into the demand for different types of dwelling units within the city. The three basic types of housing units for which data are presented include single family units, multiple family units (which range in size from duplexes to larger apartment complexes containing several units), and mobilehomes located in mobilehome parks and on individual lots.

The predominant type of dwelling unit in Orland continues to be the conventional single family residence, followed by multiple family units. The percentage of single family dwellings declined slightly from 1980 to 1990 (from 78.4 percent to 73.9 percent of the total housing stock)(Table 2-2).





Comparison of the growth rates of the three dwelling types in Orland illustrates the change in distribution of dwelling type. From 1980 to 1990, single family dwellings increased by only 7.8 percent, while multiple family units increased by 17.1 percent and the number of mobilehomes increased by 482.4 percent, partially explained by annexation of a recreational vehicle/trailer park. The percentage of the local housing stock comprised of mobilehomes, both in parks and on individual lots, has historically been low in Orland. The percentage of mobile homes increased from 0.9 percent of the housing stock in 1980 to 4.9 percent in 1990 according to 1990 Census data. However, the City questions the accuracy of these numbers. Observations by City staff and a housing condition survey conducted in 1991 by the Community Housing Improvement Program indicate a smaller total of mobilehomes in the city.

Before current housing needs can be understood and future needs anticipated, housing occupancy characteristics must be identified. An analysis of household size, household growth, tenure and vacancy trends complements the previous analysis of population and housing characteristics during the same period.

A review of available data shown in Table 2-3 indicates that the number of households in Orland increased by 341 during the period 1980-1990, a 21.7 percent increase. The small increase in the average household size in Orland during the 1980s is contrary to a statewide trend toward smaller households. U.S. Census data indicate that the average household size increased from 2.5 persons per household in 1980 to 2.6 persons per household in 1990 (Table 2-4).

The rate of home ownership within Orland decreased slightly during this decade from 65.2 percent to 59.8 percent, as shown in Table 2-5. The statewide trend is toward a decreased rate of home ownership, due to the increased cost of housing.

The vacancy rate is a measure of the general availability of housing. It also indicates how well the type of units available meet the current housing market demand. The overall 1980 vacancy rate for Orland was 10.5 percent, and the 1990 vacancy rate was 1.0 percent for owner-occupied units and 3.3 percent for renter-occupied units, showing a clear decline in the citywide vacancy rate.



TABLE 2-2  
TOTAL DWELLING UNITS BY TYPE OF STRUCTURE  
CITY OF ORLAND  
1980-1990

DWELLING TYPE	1980		1990		1980-1990
	Units	% of Total <sup>1</sup>	Units	% of Total	% Change
Single Family	1,377	78.4	1,484	73.9	+7.8
Multi-Family	363	20.7	425	21.2	+17.1
Mobilehomes/Other <sup>2</sup>	17	0.9	99	4.9	+482.4
Total Year-Round Dwelling Units	1,757	100.0%	2,008	100.0%	+14.3

- <sup>1</sup> Percentages may not total 100.0% due to rounding.  
<sup>2</sup> The City of Orland questions the accuracy of 1990 figures.

Source: U.S. Census of Population and Housing, 1980, 1990.



**TABLE 2-3  
TOTAL HOUSEHOLDS 1980-1990  
CITY OF ORLAND**

YEAR	NUMBER OF HOUSEHOLDS	% INCREASE 1980-1990
1980	1,572	
1990	1,913	+ 21.7%

Source: U.S. Census of Population and Housing, 1980, 1990.

**TABLE 2-4  
AVERAGE NUMBER OF PERSONS PER OCCUPIED  
DWELLING UNIT 1980-1990  
CITY OF ORLAND**

YEAR	AVERAGE HOUSEHOLD SIZE	% CHANGE 1980-1990
1980	2.5	
1990	2.6	+ 4.0

Source: U.S. Census of Population and Housing, 1980, 1990.



**TABLE 2-5**  
**HOUSING TENURE 1980-1990**  
**CITY OF ORLAND**

YEAR	OWNER OCCUPIED	%	RENTER OCCUPIED	%
1980	1,025	65.2	547	34.8
1990	1,144	59.8	769	40.2

Source: U.S. Census of Population and Housing, 1980, 1990.

## **2.2    HOUSING CONDITION**

A housing condition survey of the City of Orland was conducted in the summer of 1991 by the Community Housing Improvement Program (CHIP) of Chico. This survey was conducted to assess the condition of the City's housing stock for the purposes of updating the City's *Housing Element*, and as the first step required to proceed with the application process for housing improvement funding from a variety of sources. The survey determined the total number of housing units, the number of substandard housing units and the degree to which the substandard housing units are in need of rehabilitation.

As reported in the *Housing Condition Report*, according to the 1980 Census 21 percent of the housing units in Orland were built prior to 1939, and 70 percent were built prior to 1970. As stated in that report, "Based upon the survey and considering their age, most of the single family housing units are in very good condition throughout the city. However, as these older houses age over the next few years they will rapidly fall into the substandard category."

The survey methodology used was developed from a standard State of California, Housing and Community Development Department (HCD) Community Development Block Grant (CDBG) program survey format. Housing units assessed using the HCD format are rated utilizing the following categories:





SOUND	A housing unit was considered to be "sound" if there were only minor cosmetic problems associated with its appearance.
MINOR	Housing units rated as "minor" may be structurally sound but show signs of deferred maintenance or upkeep. The dwelling may need minor repair or maintenance of its roof, siding, windows and/or doors.
MODERATE	A "moderate" unit requires the repair or replacement of more than one of the rated systems. This category varies widely, from a unit needing the roof replaced and new siding to one which needs the replacement of the roof, windows and doors.
SUBSTANTIAL	"Substantial" rehabilitation of a unit involves the replacement of several major systems, such as a complete replacement of the roof, foundation, siding, windows and doors.
DILAPIDATED	If a unit is in such a state of major disrepair that all building components need to be completely replaced or the building needs to be razed it is considered to be "dilapidated."

The condition of every dwelling unit was visually assessed from the street. The rating tool was used to assess the foundation, roofing, siding, windows and door systems according to their visual condition. The results of the survey are summarized below; the survey instrument, individual housing unit ratings and maps are included in Appendix A of the CHIP Housing Condition Report.

As shown in Table 2-6, there were 184 housing units within Orland determined to be in substandard condition. Of these, the majority (140) were single family units, while only 26 multi-family units and 18 mobilehomes were found to be substandard. The survey results found that the percentage of substandard housing categories varied from 3 percent of the multi-family units to 78 percent of the mobilehomes. Substandard units comprised 9 percent of the total single family units (Table 2-7).

The majority (56 percent) of the substandard units were found to be in need of minor rehabilitation, with 34 percent in need of moderate rehabilitation and only



6 percent in need of substantial rehabilitation (Table 2-8). Seven housing units (4 percent of the substandard units) were found to be dilapidated.

The majority (56 percent) of the substandard single family housing units were in need of minor rehabilitation. Thirty-two percent were in need of moderate rehabilitation, while only 7 percent needed substantial rehabilitation and 5 percent were dilapidated (Table 2-9). Out of 537 multi-family housing units, only 26 were considered to be substandard (Table 2-10).

The highest percentage of substandard units was found in the mobilehome category. Those without foundations were automatically considered substandard, according to the survey methodology (Table 2-11).

Table 2-12 shows that 8.4 percent of the total housing units in Orland were overcrowded in 1990, compared to 4.4 percent in 1980. The U.S. Census Bureau defines overcrowded housing units as those with in excess of 1.00 persons per room average. The extent of the overcrowding problem in Orland is shown in the above-referenced table.



**TABLE 2-6**  
**CITY OF ORLAND HOUSING CONDITION SURVEY**  
**SURVEY RESULTS**

HOUSING TYPE	SUBSTANDARD	STANDARD	TOTAL	PERCENT
Single Family Units	140	1,423	1,559	73.8
Multi-Family Units (2-4 units)	5	188	193	9.1
Multiple Family Units (>5 units)	21	316	337	15.9
Mobilehomes	18	5	23	1.1
<b>Total Units</b>	<b>184</b>	<b>1,932</b>	<b>2,112</b>	<b>100.0</b>

Source: Housing Condition Report, 1991.



**TABLE 2-7**  
**CITY OF ORLAND HOUSING CONDITION SURVEY**  
**SUBSTANDARD HOUSING UNITS**

SUBSTANDARD UNITS	# OF UNITS	PERCENT OF CATEGORY UNITS	PERCENT OF ALL UNITS
Single Family Units	140	9%	6%
Multi-Family Units (2-4 units)	5	3%	<1%
Multiple Family Units (>5 units)	21	6%	<1%
Mobilehomes	18	78%	<1%
<b>Total Substandard Units</b>	<b>184</b>	<b>100%</b>	<b>9%</b>

Source: Housing Condition Report, 1991.





**TABLE 2-8**  
**CITY OF ORLAND HOUSING CONDITION SURVEY**  
**CONDITION OF SUBSTANDARD UNITS**

CONDITION	# OF UNITS	% OF UNITS
In need of minor rehabilitation	105	56%
In need of moderate rehabilitation	62	34%
In need of substantial rehabilitation	10	6%
Dilapidated (not suitable for rehab)	7	4%
<b>Total Substandard Units</b>	<b>184</b>	<b>100%</b>

Source: Housing Condition Report, 1991.



**TABLE 2-9**  
**CITY OF ORLAND HOUSING CONDITION SURVEY**  
**CONDITION OF SUBSTANDARD SINGLE FAMILY UNITS**

CONDITION	# OF UNITS	% OF UNITS
In need of minor rehabilitation	79	56%
In need of moderate rehabilitation	44	32%
In need of substantial rehabilitation	10	7%
Dilapidated (not suitable for rehab)	7	5%
<b>Total Substandard Single Family Units</b>	<b>140</b>	<b>100%</b>

Source: Housing Condition Report, 1991.



**TABLE 2-10**  
**CITY OF ORLAND HOUSING CONDITION SURVEY**  
**CONDITION OF SUBSTANDARD MULTI-FAMILY UNITS**

CONDITION	# OF UNITS	% OF UNITS
In need of minor rehabilitation	26	5%
<b>Total Substandard Multi-Family Units</b>	<b>26</b>	<b>5%</b>

Source: Housing Condition Report, 1991.

**TABLE 2-11**  
**CITY OF ORLAND HOUSING CONDITION SURVEY**  
**CONDITION OF SUBSTANDARD MOBILEHOME UNITS**

Condition	# of Units	% of Units
In need of moderate rehabilitation	18	78%
<b>Total Substandard Mobilehome Units</b>	<b>18</b>	<b>78%</b>

Source: Housing Condition Report, 1991.



TABLE 2-12  
OVERCROWDING, 1980-1990  
CITY OF ORLAND

	1980 Housing Units (Occupied)			1990 Housing Units (Occupied)		
	Owner	Renter	Total	Owner	Renter	Total
Total Housing Units	1,025	547	1,572	1,144	769	1,913
Overcrowded (1.01+ persons per room)	22	47	69	57	104	161
Incidence of Overcrowding (%)	2.1	8.5	4.4	4.9	13.5	8.4

Source: U.S. Census of Population and Housing, 1980, 1990.





### 2.3 SPECIAL NEEDS

State housing law requires that the special needs of certain disadvantaged groups be addressed in the *Housing Element*. The needs of the elderly, disabled, large families, female heads of household and farm workers are described below. Table 2-13 indicates that 856 residents or 16.9 percent of the total population, were 65 years of age or older in 1990, compared to 634 persons in 1980.

Table 2-14 indicates the number of persons in 1980 who had disabilities that either restricted working or restricted them from using public transportation. It should be noted that the listing of those persons with transportation disabilities also includes a large number of persons 65 years or older. As indicated, 11.7 percent of Orland households contained members who have work limitations because of a disability. Figures for transportation disabilities for 1990 are not available.

Large families are indicative of those households that require larger dwellings to meet their housing needs. Table 2-15 indicates the numbers and percentages of those households that had five or more members in 1980 and 1990.

Families with female heads of household experience a higher than average incidence of poverty as well. Table 2-16 lists the numbers and percentages of female-headed households for 1980 and 1990 (U.S. Census, 1990).



**TABLE 2-13**  
**ELDERLY POPULATION 1980-1990**  
**CITY OF ORLAND**

YEAR	NUMBER AGE 65+	PERCENT OF TOTAL
1980	634	15.7
1990	856	16.9

Source: U.S. Census of Population and Housing 1980, 1990.

**TABLE 2-14**  
**DISABLED POPULATION 1980-1990**  
**CITY OF ORLAND**

YEAR	WORKER DISABILITY	% OF POPULATION	TRANSPOR- TATION DISABILITY	% OF POPULATION
1980	162	4.0	70	1.7
1990	593	11.7	Not available	Not available

Source: U.S. Census of Population and Housing, 1980, 1990.



TABLE 2-15  
LARGE FAMILIES 1980-1990  
CITY OF ORLAND

Household Type	1980 Housing Units (Occupied)			1990 Housing Units (Occupied)		
	Owner	Renter	Total	Owner	Renter	Total
Total Housing Units	1,025	547	1,572	1,144	769	1,913
Large Families (5+ persons)	99	54	153	122	84	206
Rate of Large Families (%)	9.6	9.8	9.7	10.7	10.9	10.8

Source: U.S. Census of Population and Housing, 1980, 1990.



**TABLE 2-16**  
**FEMALE HEADS OF HOUSEHOLD 1980-1990**  
**CITY OF ORLAND**

	1980	1990
Female-headed Families (2+ persons per household)	112	191
Total Households	1,572	1,913
% of Total Households	7.1	10.0

Source: U.S. Census of Population and Housing, 1980, 1990.





ISSUES

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ISSUES

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## SECTION 3.0

### ISSUES

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#### 3.1 BACKGROUND

In 1983, the City of Orland adopted the *Tri-County Housing Element* which was prepared by the Tri-County Planning Council. The *Tri-County Housing Element* was a regional approach to meeting State and local housing objectives through a cooperative effort between Glenn, Colusa and Tehama counties and the cities within those counties. This served as The City's *Housing Element* until 1984, when a revision was undertaken to reflect specific changes for the City of Orland. The counties and other cities are responsible for maintaining their own respective housing elements. In 1990, the City of Orland amended the *Housing Element* to extend its time frame from 1990 to 1992.

Unlike other general plan elements, the time frame for adoption and updates of housing elements is specified in State law. The City of Orland is required to adopt a *Housing Element* update which has a planning period of five years (1992-1997).

#### 3.2 SPECIFIC CONCERNS

##### 3.2.1 PROVISION FOR EXISTING AND PROJECTED HOUSING NEEDS FOR ALL ECONOMIC SEGMENTS OF THE COMMUNITY

Like most other areas of the State, the City of Orland's goal of providing a decent home and suitable living environment for every family has not yet been achieved. The following analysis of current housing conditions documents the City of Orland's housing needs relative to various segments of the population.

Housing need is a complex issue, consisting of at least three major components: housing affordability, housing quality, and housing quantity. In addition, certain segments of the population have traditionally experienced unusual difficulty in obtaining adequate housing. Those unusual difficulties





experienced by the elderly, the handicapped, female heads of household, large families, the homeless and farmworkers are discussed as special housing needs in this Section.

Section 2.0 of this *Housing Element* contains a community profile with 1980 and 1990 data on the existing housing stock, housing types, total households, average household size, housing tenure, housing condition, overcrowding, elderly and disabled population, large families and female heads of household.

### **3.2.2 TARGETING OF MOST SERIOUS NEEDS**

#### Housing Affordability

State housing policy recognizes that cooperative participation of the private and public sectors is necessary to expand housing opportunities to all economic segments of the community. A primary State goal is the provision of a decent home and a satisfying environment that is affordable. The private sector generally responds to the majority of the community's housing needs through the production of market-rate housing. There are many components involved in housing costs. Some of these factors can be controlled at the local level, others cannot. The City can establish a goal to adopt local policies and procedures which do not unnecessarily add to housing costs. The existing housing stock in Orland consists predominantly of low- and moderate-income housing.

Some of the effects or problems which result from increased housing costs include the following:

- Declining Rate of Homeownership: As housing prices and financing rates increase, fewer people can afford to purchase homes. Households with median and moderate incomes who traditionally purchased homes compete with less advantaged households for rental housing. This can be expected to result in lower vacancy rates for apartment units and higher rents. By the same token, stable housing prices and lower financing rates result in greater numbers of people who qualify to purchase homes.



- Overpayment: When housing prices rise, lower income households must be satisfied with less house for the available money. This can result in overcrowding which places a strain on physical facilities, does not provide a satisfying environment, and eventually causes conditions which contribute to both deterioration of the housing stock and neighborhoods. Buying a new home has become a major obstacle for many families, particularly first-time home buyers.

The 1990 Census provides information regarding the numbers of Orland residents overpaying (paying more than 25 percent of their income for housing). Tables 3-1 and 3-2 below present the number of households by tenure (owner and renter) who are overpaying. Lower-income households are defined as those at or below 80 percent of median income. The median household income for Orland in 1990 was \$19,453; 80 percent of median income would be \$15,562. Therefore, the first category (Less than \$10,000) and approximately 55 percent of the second category (\$10,000 - \$19,999) in the tables include the lower income households, and the three categories showing lower-income households paying 25 percent or more of their income for housing represent those overpaying. A total of 180 lower income owner households in Orland, or 18.8 percent of all owner households, are therefore determined to be overpaying. If 30 percent of income is used as the measure of overpayment, the figures are 127 and 13.2 percent, respectively (Table 3-1).

For renter households, 342 lower-income households (46.5 percent) are paying over 25 percent of household income for housing, while 275 households (37.4 percent) are paying over 30 percent for housing (Table 3-2). Not surprisingly, the number and percentage of renter households overpaying is significantly greater than the number and percentage of owner households overpaying.

The 1991 study prepared by the Community Housing Improvement Program (CHIP), *The Need for Migrant Housing in Northern Glenn and Southern Tehama Counties*, reported that 92 percent of migrant farmworkers are paying 37 percent or more of their income for housing costs. The study concludes that migrant workers are paying an



TABLE 3-1  
HOUSEHOLD INCOME BY MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME  
CITY OF ORLAND

HOUSEHOLD INCOME	PERCENTAGE OF INCOME					TOTAL
	0-19%	20-24%	25-29%	30-34%	35%+	
Less than \$10,000	44	17	40	11	82	194 <sup>1</sup>
\$10,000 - \$19,999	81	12	24	24	37	178
\$20,000 - \$34,999	157	54	45	0	14	270
\$35,000 - \$49,999	157	19	12	0	0	188
\$50,000 or more	130	0	0	0	0	130

<sup>1</sup> Total does not include 31 units not computed.

Source: 1990 Census of Population and Housing Summary Tape File 3 (Corrected).



TABLE 3-2  
HOUSEHOLD INCOME BY GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME  
CITY OF ORLAND

HOUSEHOLD INCOME	PERCENTAGE OF INCOME					TOTAL
	0-19%	20-24%	25-29%	30-34%	35%+	
Less than \$10,000	0	9	44	31	168	252
\$10,000 - \$19,999	25	56	42	24	114	261
\$20,000 - \$34,999	91	21	18	9	0	139 <sup>1</sup>
\$35,000 - \$49,999	55	0	0	0	0	55 <sup>2</sup>
\$50,000 or more	29	0	0	0	0	29

<sup>1</sup> Total does not include 19 units not computed.

<sup>2</sup> Total does not include 5 units not computed.

Source: 1990 Census of Population and Housing Summary Tape File 3 (corrected).





excessive amount of their income on housing needs as compared to the overall county average. Figures for Orland alone are not available.

One indicator of need for ownership housing affordable to low-income households has been the response to CHIP's most recent self-help housing development. For a total of 40 units, CHIP received approximately 500 inquiries and 220 applications (Elizabeth Moore, Executive Director, CHIP, pers. comm., December 1992).

- Overcrowding: Table 2-12 of Section 2.0 shows that 8.4 percent of the total housing units within Orland were overcrowded in 1990. The U.S. Census Bureau defines overcrowded housing units as those in excess of 1.00 persons per room average. Of the total households, 4.9 percent of owner and 13.5 percent of renter units were overcrowded in 1990.

Overcrowding is often reflective of one of three conditions: a family or household living in too small a dwelling; a family housing extended family members (i.e. grandparents or grown children and their families living with parents); or a family renting inadequate living space to non-family members (i.e. families renting to migrant farm workers). Whatever the cause of overcrowding, there appears to be a direct link to housing affordability. Either homeowners/renters with large families are unable to afford larger dwellings, older children wishing to leave home cannot do so because they cannot qualify for a home loan or are unable to make rental payments, grandparents on fixed incomes are unable to afford suitable housing or have physical handicaps that require them to live with their children, families with low incomes may permit overcrowding to occur in order to derive additional income, or there is an insufficient supply of housing units in the community to accommodate the demand. In Orland, due to local cultural and religious traditions, the percentage of large families is rather high, but does not indicate that the household is low income.

### Special Needs

State housing law requires that the special needs of certain disadvantaged groups be addressed. The needs of the elderly, handicapped, large families,



and female heads of household are described below; the needs of farmworkers and migrant workers are described in Section 3.4 below.

- Elderly Persons: The special housing needs of the elderly are an important concern since they are likely to be on fixed incomes or have low incomes. Besides this major concern, the elderly maintain special needs related to housing construction and location. The elderly often require ramps, handrails, lower cupboards and counters, etc., to allow greater access and mobility. They may also need special security devices for their homes to allow greater self-protection. The elderly have special locational needs, including access to medical and shopping services and public transit. In some instances the elderly prefer to stay in their own dwellings rather than relocate to a retirement community, and may need assistance to make home repairs.

While not limited to the elderly, Glenn County's weatherization program helps meet the housing needs of elderly residents. According to the Glenn County Community Services Department, in the City of Orland, 102 units were weatherized in 1989, 196 units in 1990, 362 units in 1991 and 32 units in 1992. The large number of units weatherized in 1991 was the result of a contract with PG&E known as the Energy Partners Program; the Department anticipates that the number of units that will be weatherized in future years will be close to the number of units weatherized in 1992 (32 units).

Table 2-13 of Section 2.0 indicates that 634 residents, or 15.7 percent, of the population was age 65 or over in 1980, as compared with 856 residents, or 16.9 percent, in 1990, consistent with a national and statewide trend toward a growing elderly population.

- Disabled Persons: There are many types of disabilities and definitions are not simple. Local governments utilize the definition of "handicapped" person as contained in Section 22511.5 of the California Administrative Code for vehicle and building code enforcement.

Disabled persons often require specially designed dwellings to permit free access not only within the dwelling, but to and from the site. Special modifications to permit free access are very important. Title



24 of the California Administrative Code mandates that public buildings, including motels and hotels, require that structural standards permit wheelchair access. Rampways, larger door widths, restroom modifications, etc., enable free access to the handicapped. Such standards are not mandatory for new single family or multi-family residential construction.

Like the elderly, the disabled also have special locational needs. Many desire to be located near public facilities and transportation facilities that provide services to the disabled.

Table 2-14 of Section 2.0 indicates the number of persons in 1980 and 1990 who had disabilities that either restricted them from working or from using public transportation (1980 only). It should be noted that the listing of those persons with transportation disabilities includes a large number of persons 65 years of age and older. The table indicates that 11.7 percent of Orland households contained members unable to work because of a disability in 1990, up from 4 percent in 1980. These statistics give only a general idea of the problem and are not conclusive.

- Large Family Households: Large families are indicative of those households that require larger dwellings to meet their housing needs. Table 2-15 of Section 2.0 indicates the number and percentages of those households that had five or more members and those that had six or more members in 1980 and 1990. In Orland, 10.7 percent of owner households had 5 or more persons in 1990, as compared to 10.9 percent of renter households. As discussed above under Overcrowding, local cultural and religious traditions result in a relatively high percentage of large families and overcrowded households. However, this does not indicate that the household is low income.
- Female Heads of Household: Families with female heads of household often experience a high incidence of poverty. Orland had 191 female-headed households with one or more child in 1990, compared to 112 in 1980. Table 2-16 of Section 2.0 lists the numbers and percentages for 1980 and 1990.





Information available from the Glenn County Social Services Department on households receiving housing assistance is not broken out between the cities and unincorporated area. According to the Social Services Department, there are 654 female-headed households receiving Aid to Families with Dependent Children (AFDC) in December 1992 in Glenn County; the number of those households residing in Orland is estimated by the City to be 131. For the county as a whole (the cities of Willows and Orland and the unincorporated area), there are 65 Section 8 existing housing vouchers for rental assistance, with a waiting list of 117.

- Homeless: Housing programs for the homeless are generally targeted for two client groups as follows:
  - Local residents in need of emergency and/or long-term shelter and
  - Transients

Transients requiring housing generally only require short-term or emergency shelter.

No homeless individuals were counted by the 1990 Census within the City of Orland. An inventory of homeless persons in the unincorporated portions of Glenn County was conducted by the Glenn County Sheriff's Department during the first two weeks of September 1991. The Sheriff's Department conducted this survey between the hours of 2 a.m. and 6 a.m. every day. The survey identified two male persons camping within automobiles. These individuals, however, appeared to be transient since they did not remain at the identified site for more than one night. In December 1992, the Department of Social Services reported that there were 9 homeless persons receiving assistance countywide (5 placed in temporary housing and 4 in permanent housing). Information specific to the City of Orland was not available.

The housing needs of the homeless have become an ever increasing problem. The County of Glenn administers programs to meet the





needs of the homeless. The Social Services, Community Services and Mental Health Departments administer these programs. All of these programs have certain criteria that the applicant must meet to qualify for assistance.

Glenn County Community Services Department: The Glenn County Community Services Department, the County's community action agency, receives funding from the Emergency Shelter Program (ESP) and from the Federal Emergency Management Agency (FEMA). These two programs are the Emergency Motel Vouchers Program (funding from both ESP and FEMA) and the First Month's Rent Payment Program (FEMA funds).

The Emergency Motel Vouchers Program provides housing for qualifying homeless clients in local motels for a defined period of time to allow them sufficient time to find permanent housing. The First Month's Rent Payment Program will pay up to \$300.00 for one month rent for a homeless family to move into permanent housing.

The applicant must meet certain income criteria to qualify for Emergency Shelter. Once the income criteria have been met, a voucher for a motel is issued. If funds are available, families are housed in a room with a kitchenette. These funds are generally available for two to three weeks. The assistance is dependent on the efforts of the people to help themselves. For example, assistance can be extended until a paycheck is received from a new job to meet the housing payment.

The only motels used for this program are located within the city limits of the two incorporated cities of Orland and Willows. The homeless are not sheltered in the unincorporated area of the county. There are no public facilities used for housing the homeless such as the National Guard Armory.

From August 1990 to August 1991, the Emergency Motel Voucher programs housed 214 people county-wide for 1,605 nights. From January 1, 1991 to August 1, 1991, the First Month's Rent Payment program assisted 41 people county-wide for a total of 1,103 sheltered



nights. These programs help people from both the cities of Willows and Orland as well as people from the unincorporated area of Glenn County.

The Community Services Department reports that there is an increasing demand for these funds. They are often pressured to allocate these funds before the funds are received. The gap in service is being filled by a Memorandum of Understanding with Catalyst-Women's Advocates, Inc. and Community Action Agency of Butte County.

The Catalyst-Women's Advocates Program in Chico is directed to help battered wives and their children. This program provides shelter as well as services to battered wives and their children. The Community Action Agency of Butte County will accept referrals from Glenn County for their transitional shelter located at 2505 The Esplanade in Chico. This transitional facility will allow families to be sheltered up to six months while waiting for permanent shelter.

Glenn County Social Services Department: The Glenn County Social Services Department administers a State funded homeless program. The applicant is eligible for a maximum sixteen days housing every 24 month period. Usually, these people will have eviction notices. The Social Services Department has a computer tie-in with other State agencies to prevent people from garnering excess benefits by moving from one area to another. For the month of July 1991, Glenn County had three transfer cases.

The total number of cases for July 1991 was 32. All of these cases were also receiving Aid to Families with Dependent Children (AFDC). The 32 cases benefitted 30 adults and 48 minors. For the previous fiscal year, July 1990 through June 1991, this program made provisions for 2,313 nights for approximately fifty people per month. In December 1992, the Department of Social Services reported that there were 9 homeless persons receiving assistance countywide (5 placed in temporary housing and 4 in permanent housing). Information specific to the City of Orland was not available.



Effective on August 1, 1991, the State changed the benefits for this program. Previously, qualifying applicants were eligible for a maximum of four weeks housing every twelve month period. Now the applicant is entitled to sixteen days housing every 24 months; this assistance granted for three days, then for seven days, then for six days. The applicant is usually housed in a motel. Assistance is provided by a check made out to the motel.

Glenn County Mental Health Department: The Glenn County Mental Health Department's program is very limited since qualification for funding under this program is based upon the applicant's having a diagnosed mental illness. Cases of stress, for example, do not qualify. These people are generally housed in board and care homes. There are two board and care homes in the City of Willows and one for senior citizens in the City of Orland. Most of these people are housed out of the county. Motels may be used occasionally. Food can be provided by a restaurant or grocery store. Clothing may be obtained from the Discovery Shop which is a used clothing store located in Willows.

For Fiscal Year 1989-90, 30 clients were served: 28 single people, 2 married people, 28 males, 2 females. Two were under the age of 21 years and 28 were between 21 and 64 years of age. Approximately \$7,900.00 was spent for the year.

This program will assist people until they are covered by Social Security or Welfare. The process for Social Security takes time, but the applicant is paid retroactively; in these cases, the agency gets paid back from these retroactive funds. This program is funded by Federal McKinney funds consisting of a \$2528.00 allocation; the remainder is from Short-Doyle State Mental Health funds.

General Plan and Zoning Analysis for the Provision of Housing for the Homeless. The City's *General Plan* allows for the location of special housing for persons and families in need of emergency shelter. The Plan includes the following goal:





- The goal of the Orland Area Plan is to promote an orderly pattern of community development consistent with economic, social and environmental needs.

The City's *Land Use Element* designates 742 acres of land allowing residential densities of one unit per acre or more.

The multiple family residential zoning categories of the *Orland Zoning Ordinance* (Residential Multiple Family (R-3) and Apartment-Professional (R-4) zones) allow single family and multiple family dwellings. Boarding and rooming houses, which include shelters for the homeless, require a conditional use permit in the R-3 Zone, and are a permitted use in the R-4 Zone. Requirements for a conditional use permit for a homeless shelter are not more restrictive than for any other use requiring a conditional use permit. The process normally takes approximately two to three weeks with a conditional use permit processing fee of \$60.00.

The R-3 and R-4 zones provide for the development of apartments as a permitted use. Apartment units used as temporary shelter are permitted in Orland's R-3 and R-4 zones.

Temporary housing utilizing a hotel or a motel for the homeless is also permitted in the R-3 Zone, the Community Commercial (C-2) Zone, the Limited Industrial (M-L) Zone and Heavy Industrial (M-H) Zone with a conditional use permit, and as a permitted use in the Highway Service Commercial (C-H) Zone.

Information presented in Section 2.0 documented recent growth which has occurred in Orland's population and housing stock. Between 1980 and 1990, the population has increased by 25 percent, while the total number of housing units has grown by 14.3 percent. Long-range projections indicate that the total population of Orland will expand from 5,052 in 1990 to 5,795 in 1997. The total number of households in Orland generated by this growth is predicted to expand from 1,937 in 1991 to approximately 2,229 in 1997 (Tri-County Planning Council, 1992).

The Tri-County Planning Council is required to determine housing market areas for the Tri-County Planning Area (consisting of Colusa County, Tehama





County and Glenn County) and define the regional housing need for persons at all income levels within each city and the unincorporated area within the counties. The distribution of regional housing needs takes into consideration market demand for housing, employment opportunities, availability of suitable sites and public facilities, commuting patterns, type and tenure of housing need, the loss of units contained in assisted housing developments, and the housing needs of farmworkers. The law stipulates that the distribution shall seek to avoid further impactation of localities with relatively high proportions of lower income households. This distribution will be used to determine the number of new housing units, or basic construction need, for Orland.

This *Regional Housing Needs Plan* projects household need for Orland between 1992 and 1997, based upon current conditions. It also gives a basic construction need unit figure between 1992 and 1997, by income level (very low income, other lower income, moderate income, and above moderate income), as well as the annualized new construction need. It is convenient to analyze the need for housing assistance in this manner because the increase in need can be annualized, providing a numerical goal for yearly housing assistance programs, the attainment of which will result in no increase in need. Programs can be structured to address the annual increase in need, and to minimize the existing need. This format will enable the performance of housing programs to be readily monitored and progress toward meeting both components of need quantified in future revisions of this *Housing Element*.

### 3.2.3 LOW INCOME HOUSING AT RISK OF CONVERSION

**Inventory.** State law requires that housing elements address preservation of assisted multifamily rental housing units at risk of conversion to non-low-income uses within the next ten years. According to the *Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion*, there is one development in the City of Orland that is subject to termination within the next ten years: The Kevin Arms apartments located at 1226 East Street. This project, which is a 10-unit family apartment complex, was financed under the HUD 236(J)(1) program. The owners of the project filed an Initial Notice of Intent to Terminate or Extend Low-Income Affordability Restrictions dated August 18, 1992, pursuant to Section 212 of the Low-Income Housing Preservation and Resident Homeownership Act of 1990 (LIHPRHA). The



Notice indicates the owner's intent to prepay the federally-subsidized mortgage or voluntarily terminate mortgage insurance.

Under the provisions of LIHPRHA, owners of prepayment-eligible projects can choose to retain ownership in exchange for financial incentives, or sell their properties under a voluntary sale program. When owners choose to sell, tenants, nonprofit organizations and governmental agencies are provided with an exclusive 12-month negotiating period. Prepayment and conversion of the housing to non-low-income use can still occur in some cases, particularly when there is no buyer willing to purchase a project, or when HUD does not have sufficient funding to provide incentives. The intent of LIHPRHA is to preserve assisted units by providing the owners an alternative means of realizing a reasonable return on their investments.

A summary of the mechanics of LIHPRHA prepared by the California Housing Partnership Corporation (June 1991) describes the process as follows:

Under the Act, an owner may file a first notice of intent up to two years prior to the scheduled prepayment date. The notice indicates the owner's preliminary decision regarding sale versus stay-in with incentives. After the owner files the notice, both HUD and the owner commission separate appraisals. A third appraisal may be necessary if HUD's and the owner's differ significantly. The appraisal determines the fair market (unrestricted) value of the project as residential rental property, as well as the highest and best use value of property, if different. The appraisal discounts only for the reasonable costs of conversion to market rate housing or other uses.

Based on the appraised value, HUD calculates the rents necessary to provide owners with an 8 percent annual return on their recalculated equity. If HUD can provide the owner with this return without exceeding the federal cost limits, the owner may either: 1) file a Plan of Action seeking incentives to provide the 8 percent return; or 2) offer the project for sale to nonprofit entities, tenants and public bodies for a 12 month negotiation period, and other purchasers for an additional 3 months ("voluntary sale"). If the owner chooses to sell, he or



she must accept a bone fide offer to purchase at the appraised value. If no bonafide offer is made within the negotiation period, the owner may subsequently prepay.

If HUD cannot provide the owner with the 8 percent return without exceeding the cost limits, the owner may prepay only after offering the property for sale to a nonprofit entity, tenants or public body for 12 months, and other qualified buyers for the next three months, regardless of whether the owner wishes to sell ("mandatory sale"). If no offer is made and the owner can prepay, tenants are offered portable Section 8 certificates or vouchers. Tenants who wish to continue living in the project are held harmless at current rents for three years. Note that an owner who does not want to sell or prepay may still file a Plan of Action to stay in, yet the value of the incentives will be capped at the federal cost limits.

The federal cost limits are: 1) 120 percent of Section 8 Fair Market Rent; or 2) 120 percent of local market rents, if higher. It appears that most projects in California will fall within the federal cost limits, except those with exceptionally high rental value, or those with condominium conversion potential.

Both owners who stay in and new purchasers will receive financial incentives only after the filing and approval of a Plan of Action is completed. The heart of the incentive package is a project-based Section 8 contract, with HUD-subsidized rents set at levels high enough to provide the 8 percent return to owners who stay in, or to cover debt service on an acquisition loan for new purchasers. Section 8 is available for all tenants earning less than 80 percent of area median income. There are also provisions allowing HUD to provide grants to priority purchasers.

All tenants will pay rents equal to 30 percent of income. While many tenants will benefit from rent reductions once receiving Section 8 assistance, others will face increases. Any rent increases must be phased in over at least a three-year period.





Plans of Action will require the housing to remain affordable for its useful life. At the end of 50 years from the execution of the Plan of Action, however, an owner may petition HUD for a determination that the useful life of the property has ended.

According to the Farmers Home Administration (FmHA), there are four FmHA-financed housing projects in the City of Orland, which all have restrictive use provisions for twenty years or more from the date of construction, as indicated below:

- Orland Arbor (constructed 1986)
- Orland Manor (constructed 1982)
- Shasta Gardens (48 units, constructed 1980)
- Orland Senior Apartments (50 year restriction)

The only project that has the potential to convert within the ten-year time frame is Shasta Gardens in the year 2000 (Farmers Home Administration, pers. comm., October 1992). Its risk of conversion will be analyzed in detail in the City's 1997 *Housing Element* update. The owners of Orland Arbor are currently in the process of adding units to the development.

**Cost Analysis.** As described above, LIHPRHA provides incentives for Section 236 projects, including provision of mortgage loan insurance on acquisition loans for up to 95 percent of equity to priority purchasers. No appraisal or other figure is available yet to estimate the current market value of the Kevin Arms property; therefore, there is no current estimate for the cost to a nonprofit corporation or public entity to provide the 5 percent equity. The project was constructed in 1973, and it can be assumed that maintenance costs are not likely to be low. Therefore, rental income and HUD Section 8 subsidies may not defray total monthly mortgage and maintenance costs.

Tables 3-3 and 3-4 below present the maximum replacement construction costs allowed by HUD for new elderly housing construction and public housing development. Using these figures, the cost of replacing the Kevin Arms project can be approximated. This estimate is the highest cost per unit HUD will allow for new construction, which is the worst-case scenario:





2 - 1 bdrm x \$44,550 =	\$ 89,100
6 - 2 bdrm x \$58,000 =	\$348,000
2 - 3 bdrm x \$72,600 =	\$145,200
<b>TOTAL</b>	<b>\$582,300</b>

According to these figures, if the City or other public or nonprofit entity were to replace these units, the cost would be approximately \$582,300; however, the cost of construction would be offset by the rental income. Using this figure in lieu of an appraisal, the 5 percent equity contribution can be estimated at \$29,115. Based on these costs for replacement with new construction and the cost of preservation, it appears to be more feasible for the City to facilitate the acquisition of these projects by interested housing organizations to maintain them for affordable housing, rather than to replace them with new units. However, private developers continue to pursue development of new assisted housing in the City of Orland: new units are being added to the Orland Arbor project, and a new 40-unit family apartment project, Cortina Gardens, is in the process of being approved. Thus more assisted units are being maintained and added to the Orland housing stock than have the potential for being converted to market rate units.

**Resources for Preservation.** Government Code Section 65583(a)(8)(C) provides that the *Housing Element* shall identify public entities and private nonprofit corporations which have legal and managerial capacity to acquire and manage assisted housing developments. Inclusion on this list is based on an expression of interest in acquiring and managing such projects.

There is no Housing Authority for Glenn County or the City of Orland, and the City of Orland has no Redevelopment Agency. The Community Housing Improvement Program (CHIP), a nonprofit corporation based in Chico, provides housing-related services in Glenn, Butte and Colusa counties, and is experienced in managing and operating low income rental housing. CHIP has expressed an interest in acquiring and managing this project or facilitating its acquisition by the tenants (Elizabeth Moore, Executive Director, CHIP, pers. comm., December 1992). The Glenn County Community Services Department manages housing-related programs for Glenn County, including the County's CDBG program, but does not directly manage housing projects.



**TABLE 3-3**  
**MAXIMUM REPLACEMENT COSTS**  
**ELDERLY HOUSING DEVELOPMENT<sup>1</sup>**

NUMBER OF BEDROOMS	MAXIMUM COST PER UNIT
Studio	\$47,374
1	\$54,622
2	\$65,874
3	\$84,319
4	\$93,935

<sup>1</sup> For multi-family construction in 1991 dollars.

Source: Yuba City Housing Element Amendment, 1992, from U.S. Department of Housing and Urban Development, pers. comm., June 1992.

**TABLE 3-4**  
**MAXIMUM REPLACEMENT COSTS**  
**PUBLIC HOUSING DEVELOPMENTS<sup>1</sup>**

NUMBER OF BEDROOMS	MAXIMUM COST PER UNIT
1	\$44,550
2	\$58,000
3	\$72,600
4	\$87,150

<sup>1</sup> For multi-family construction in 1991 dollars.

Source: Yuba City Housing Element Amendment, 1992, from U.S. Department of Housing and Urban Development, pers. comm., June 1992.



The City of Orland similarly does not have the ability nor expertise to own or operate low income housing developments.

Funding programs available to the City of Orland or other entities to assist with these activities are very limited, and the availability of State and federal programs changes from year to year. The Home Investment Partnership Program (HOME) and Community Development Block Grant (CDBG) programs cannot be used with LIHPRHA-eligible projects. Section 8 rental certificates and rental vouchers and public housing funds are virtually the only funding which the City can identify to assist with preservation of at-risk units.

### **3.2.4 ABILITY OF THE CITY TO ASSIST IN HOUSING ELEMENT PROGRAM REQUIREMENTS**

According to a publication of the State Department of Housing and Community Development (HCD) entitled *Housing Element Questions and Answers*, local governments are not expected to solve their housing problems alone. However, having identified the housing needs of low- and moderate-income households, the State expects local agencies to employ strategies which can assist in meeting those needs:

Localities can offer direct support for the development of affordable housing through bonding and redevelopment powers. Assistance can also be provided through the utilization of appropriate federal and State financing and subsidy programs, such as HUD Section 8, Section 202, State Rental Housing Construction Program and Community Development Block Grants. Localities can also establish an equity sharing program to provide affordable homeownership or rental housing opportunities for low- or moderate-income households, or establish a local housing authority or nonprofit development corporation to develop or operate low- and moderate-income housing. Local governments can also indirectly facilitate the development of more affordable housing.

Examples given of programs that have been successfully implemented by California cities and counties in order to comply with State law and address their housing needs include density bonus programs; provision of one or more





regulatory concessions or incentives to developers of projects with 20 percent of units reserved for lower income households; designation of housing opportunity sites (also known as inclusionary zoning); requiring developers of commercial and industrial projects to contribute to the development of affordable housing for employees; use of land write-downs or sale of surplus lands for affordable housing; development agreements for developers to provide public facilities in exchange for certain development rights such as land use changes and density increases; fast-track processing for low- and moderate-income housing projects; and adoption of redevelopment plans that provide for housing set-asides of 20 percent.

While these examples may not represent direct costs to the local government, the cost in terms of staff time and resources is not acknowledged. Especially in a small city such as Orland, the administration of relatively complex State and federal housing programs would require a fairly significant staffing commitment from a department or departments which already operates with limited staff. Another concern is the cost of programs which require developer participation. In an area with comparatively low property values, the type and scale of proposed developments most often will not support the types of exactions that are more common in metropolitan areas.

This is not to say that the City is incapable of facilitating or assisting in the provision of affordable housing, simply that proposed programs must be realistic in light of City resources. The HCD publication states that "Many localities have found that working with local nonprofit housing groups makes assisting in the development of affordable housing much easier and more effective."

The City of Orland has worked cooperatively over the years with the Community Housing Improvement Program (CHIP), a nonprofit housing corporation, to accomplish a number of housing objectives. CHIP has worked with families to construct virtually all of the self-help housing in Glenn County, and is currently undertaking a 40-unit project in the City of Orland. CHIP has constructed multiple family dwellings and assisted in the administration of Community Development Block Grants (CDBG) for housing rehabilitation. CHIP has also prepared the City of Orland's *Housing Condition Report* and the study entitled *The Need for Migrant Housing in Northern Glenn and Southern Tehama Counties*.





The City of Orland has only very limited funds at the municipal level, primarily from the City's general fund, that can be committed to housing purposes. These are committed primarily in the area of staff assistance for the programs outlined in Section 4.7 of this *Housing Element*. Direct housing assistance is provided to qualified households for housing rehabilitation through the City's revolving loan fund, which originated as a CDBG grant.

Although there is no local housing authority, the Glenn County Community Services Department operates a weatherization program for low-income households and administers the HUD Section 8 rent subsidy program and a Rent Eviction Prevention Program. A continuation and enhancement of these existing relationships and programs appear to offer the greatest opportunity for housing assistance at the local level.

### **3.3 HOUSING REHABILITATION AND PRESERVATION**

In 1991, CHIP completed a windshield housing condition survey of Orland. The results of the 1991 survey are presented in Tables 2-6 through 2-11 of Section 2.0. The rating system used in the 1991 survey was based on the system prescribed by the State Department of Housing and Community Development. Since there is no survey data prior to 1991, it is not possible to compare housing conditions over time.

The results of the survey show that, while the substandard units are located throughout the city, there are some areas of the community which would benefit from a rehabilitation program. The survey report recommends that the Lassen/Yuba Avenue area in the southern part of the community, the Seventh and Eighth Street corridor, as well as the northern end of Fourth and Fifth Streets are the most concentrated areas of substandard housing and would benefit from rehabilitation improvements. Because available State and federal programs do not provide adequate funding to address all housing rehabilitation needs, it is essential that the City target its efforts to obtain funding to the areas of the community with the greatest needs.

While age certainly is contributory to housing quality problems, another factor which partially explains housing condition is overcrowding. This factor, which often correlates with substandard conditions, is a problem in many of the sparsely populated agricultural areas of the county. Lack of appropriate size housing units,



low incomes, large families, and other conditions encourage overcrowding, especially during the harvest season when migrant farm workers expand the local labor force and compete for housing accommodations.

### **3.4 FARMWORKER AND MIGRANT WORKER HOUSING NEEDS**

The State of California Employment Development Department (EDD) reported that in 1988, 1,375 persons were directly employed in agriculture in Glenn County; in 1993, the figure is forecast to remain the same. The figures include farmers and unpaid family members and do not include a breakdown of the permanent and seasonal workforce or a figure for incorporated cities. The State of California defines seasonal employees as those who are employed fewer than 150 consecutive days by the same employer. Seasonal workers may be migratory or they may be persons or family members who are temporarily employed but permanently located in Glenn County. The State defines a local worker as a seasonal laborer who resides close enough to the job site to return home each night.

Farmworker and migrant worker housing needs are one of the more important housing issues in Orland because of Glenn County's agriculture-based economy. According to the County's 1989 *Housing Element*, there is no housing allocated specifically for seasonal farmworkers, leading to temporary conditions of overcrowding in conventional housing which is rented to seasonal workers. Housing shortages may exist during peak seasonal labor periods when a large influx of migrant workers occurs, such as during the olive harvest. During these periods, every form of temporary, substandard and standard shelter may be occupied.

The Department of Housing and Community Development contracted with the Community Housing Improvement Program (CHIP) in 1991 to conduct an assessment of migrant housing needs in northern Glenn and southern Tehama counties. Two surveys were conducted to collect data for the study: in-field interviews with migrant laborers and a grower survey, both conducted during the 1991 fall harvest season. Results of the surveys are reported for both counties, and are not provided for Orland alone.

The purpose of the migrant worker survey was to:

- determine the adequacy, availability and cost of housing in which farmworkers reside in Glenn and Tehama counties



- determine the agricultural employment patterns of farmworkers (migrant, local, seasonal and permanent)
- gather demographic information on the farm labor population (age, sex, marital status, income, etc.)
- provide data for purposes of securing public funding for migrant worker housing

The goals of the grower survey were to:

- determine the characteristics of the employed migrant worker (including duration of employment, place of residence, and salary levels)
- determine the number of crops and acreage
- determine anticipated changes in the counties' work force and crop production over the next five years
- determine the types and amounts of grower-provided housing and growers' experiences in its provision
- determine grower interest in the construction of additional migrant worker housing

The grower survey concluded that, of workers employed at the time the survey was taken, 12 percent were permanent (long-term), 40 percent were seasonal workers, and 48 percent were migrant workers (migrant workers are defined as those that travel more than 50 miles one way from their home base and establish one or more temporary residences). The study notes that these percentages differ from Employment Development Department (EDD) statewide employment data. Compared to EDD data, Glenn and Tehama counties have twice as many migrants employed by local growers as statewide estimates. Projections based on all 1600 Glenn and Tehama County growers employing farmworkers show that a total of 3,128 permanent, 10,712 seasonal, and 12,712 migrant workers are employed.





The statistics for provision of housing by growers in Glenn and Tehama counties indicate that one third of the growers provide housing. Of that third, only 3 percent provide housing for seasonal workers and 2 percent provide housing for migrant workers. Glenn County has no registered labor camps. The study estimates that, based on an estimated range of 1,589 to 12,712 migrants employed in both counties during peak harvest season, between 1,340 and 12,463 beds are needed for migrant housing.

### **3.5 GOVERNMENTAL CONSTRAINTS**

Governmental constraints on housing are potential and actual policies, standards, requirements, or actions imposed by the various levels of government or development which constrain the maintenance, improvement and development of housing. Although federal and State programs and agencies play a role in the imposition of governmental constraints and increases in housing costs, they are generally beyond the influence of local government and cannot be effectively addressed in this document.

An analysis of potential local governmental constraints in Orland is presented below. HCD has indicated that, for each policy or procedure identified as a constraint, the *Housing Element* should include a program to eliminate or modify the constraint or demonstrate how it will be offset by another policy or program. When a city or county determines that it is inappropriate or not legally possible to remove a potential constraint (e.g. for public health and safety reasons), the analysis used to reach that conclusion should be presented.

#### **3.5.1 LAND USE CONTROLS**

Land use controls are basically minimum standards included within the City's zoning and land division ordinances. Zoning regulations control such features as height and bulk of buildings, lot area, yard setbacks, population density, building use, etc. If zoning standards are too rigid and do not allow sufficient flexibility, housing development costs could increase, and interest in development may decrease. The *Land Division Standards* governs the process of converting raw land into building sites. They allow the City to control the internal design of each new subdivision so that its pattern of streets, lots, public utilities, and any amenities will be safe, pleasant and economical to





maintain. As with zoning, overly restrictive standards may result in higher land development costs and/or lack of interest in development.

Zoning regulations applicable to the residential classifications are summarized as follows (because zoning regulations can be amended over time, the reader should refer to the Zoning Ordinance for current zoning information):

**Zone: RE (Residential Estate)**

Principal Permitted Use: Single-family dwelling

Minimum Lot Area: 40,000 square feet

Minimum Lot Width: 130 feet

Minimum Lot Depth: 200 feet

Maximum Ground Coverage: 25%

Minimum Yards: Front - 25 feet

Rear - 20 feet

Side - 10% of lot width; not more than 16'

Maximum Building Height: 35 feet

**Zone: R-1 (Residential One-Family) and R-1-A (Residential One-Family, Agriculture)**

Principal Permitted Use: Single-family dwelling

Minimum Lot Area: 6,000 square feet (interior lots)

7,000 square feet (corner lots)

Minimum Lot Width: 60 feet (interior lots)

70 feet (corner lots)

Minimum Building Width: 20 feet

Maximum Lot Depth: 3 times lot width

Maximum Ground Coverage: 40%

Minimum Yards: Front - 20 feet

Rear - 20 feet

Side - 5 feet

Maximum Building Height: 25 feet

Other: Enclosed garage for 2 car minimum (superseded by State law for low income housing projects)

**Zone: R-2 (Residential Two-Family)**

Principal Permitted Uses: Single-family and two-family dwellings

Minimum Lot Area: 6,000 square feet (interior lots)

7,000 square feet (corner lots)



Minimum Lot Width: 60 feet (interior lots)

70 feet (corner lots)

Maximum Lot Depth: 3 times lot width

Maximum Ground Coverage: 40%

Minimum Yards: Front - 20 feet

Rear - 20 feet

Side - 5 feet

Maximum Building Height: 25 feet

Zone: R-3 (Residential Multiple Family)

Principal Permitted Uses: Single-family and two-family dwellings, dwelling groups and multiple dwellings for not more than 4 families

Minimum Lot Area: 6,000 square feet, but not less than 1,500 square feet per unit

Minimum Lot Width: 60 feet

Minimum Lot Depth: 3 times lot width

Maximum Ground Coverage: 60%

Minimum Yards: Front - 20 feet

Rear - 15 feet

Side - 6 feet

Maximum Building Height: 25 feet

Other: Minimum separation of 12 feet between dwelling groups and front of dwelling and side parcel line

Zone: R-4 (Apartment-Professional)

Principal Permitted Uses: Single-family, two-family and multiple dwellings and dwelling groups; professional offices

Minimum Lot Area: Same as R-3

Minimum Lot Width: Same as R-3

Maximum Lot Depth: Same as R-3

Maximum Ground

Coverage: Same as R-3

Minimum Yards: Same as R-3 except side yards are a minimum of 10 feet

Maximum Building Height: 45 feet



Section 1106.13 of the Zoning Ordinance sets forth the following parking requirements, applicable to all zones:

- Each parking space shall be not less than ten (10) feet wide, twenty (20) feet long and seven (7) feet high.
- All parking spaces must be improved with portland cement or asphalt concrete.
- Two (2) spaces, individually accessible to a public right-of-way, are required for each dwelling unit.

The Zoning Ordinance (Article 7) provides for the granting of a variance from the strict application of the zoning requirements, subject to findings as specified in State law.

State law supersedes some provisions of the Zoning Ordinance, such as in the case of allowing one-car garages for low income housing developments with funding sources that do not allow construction of two-car garages.

A review of the City's zoning regulations, as summarized above, indicates that the standards as currently adopted are not overly restrictive and would not constitute a constraint to the City's ability to provide housing affordable for all income levels, as demonstrated by the number of affordable housing projects that are proposed and approved in the City of Orland. Additionally, the adopted zoning classifications provide a wide range of housing densities.

The P-D or Planned Development zone provides for a mix of residential units, limited only by the density standards of the underlying General Plan designation. This zoning classification provides additional flexibility by allowing multiple family units in areas designated for single family development, when designed not to exceed five dwelling units per acre.

Orland offers many housing incentives in its *Zoning Ordinance* and *Land Division Standards*, including the following:



- The *Zoning Ordinance* allows planned developments. A planned development may deviate from the zoning regulations for height, area, width, coverage and yard requirements when the overall development will be improved by a deviation from such regulations.
- The *Zoning Ordinance* allows a second residential dwelling unit in the Residential One-Family (R-1) Zone provided they meet certain standards. This has increased the sites available for rental housing by allowing higher density development on standard residential lots. The second dwelling unit is a useful tool for providing housing for people with special needs such as the elderly and low-income families.
- The *Zoning Ordinance* allows mobilehomes in all residential zones provided they meet certain standards. The standards apply to all residential dwellings to ensure compatibility with the community character. In 1984, the City amended the standards to reduce the required roof overhang. Planned mobilehome parks are allowed, with a conditional use permit, in the Highway Service Commercial (C-H), Limited Industrial (M-L), and Heavy Industrial (M-H) Zones.
- The City does not have a park land dedication or in-lieu fee provision in the *Land Division Standards* ("Quimby" ordinance) for park land acquisition and development, which would apply only to new residential development.
- The City has adopted an areawide parcel assessment to fund operation and maintenance at existing park and recreational facilities. The assessment was deemed legal and proper by the State Supreme Court.

### **3.5.2 BUILDING CODES**

Building codes regulate the physical construction of dwellings and include plumbing, electrical and mechanical divisions. The City adopts and follows the Uniform Building Code as established by State law, and operates a one-stop building permit processing procedure. Also refer to Sections 3.5.4 and 3.5.5 below. The City has determined that it is not legally possible or safe to





repeal building codes, and that application and enforcement of building codes do not pose a constraint to the development of housing for all income groups.

### **3.5.3 SITE IMPROVEMENTS**

Site improvements are regulated by the City *Land Division Standards and Improvement Standards*, and through conditions and standards imposed through the *Zoning Ordinance*, including the conditional use permit process. Improvement requirements for subdivisions for which final maps are filed include dedication of streets, public ways and easements; grading, surfacing, curbs, gutters, sidewalks, culverts, bridges (where applicable), storm drains, sanitary sewer, water and fire protection facilities, and street lighting. Improvement of subdivisions for which parcel maps are filed is limited to dedication of rights-of-way and easements and the construction of reasonable on- and off-site improvements to serve the parcels being created. The construction of improvements for undeveloped parcels created by a parcel map is not required until a building permit is issued. Right-of-way width for residential streets is 60 feet. Subdivision street systems must be designed to provide at least two means of access to all areas, when feasible, to ensure emergency access to police, fire, medical vehicles, and residents.

On- and off-site improvements include required off-street parking, roads, sidewalks, landscaping, walls, and connection to the existing sewer, water and storm drainage system. The City's improvement standards are typical for small cities, and are not unusual or excessive in nature. Off-site improvement requirements are strictly limited. The City does require that irrigation canals adjacent to or within new subdivisions be piped underground for safety reasons. However, the City has worked with developers of low-income and subsidized housing to secure grant funding to offset these costs. The City does not require any improvements other than those deemed necessary to maintain the public health, safety and welfare, and it has been determined that the improvement requirements do not pose a constraint to the development of housing for all income groups.

### **3.5.4 FEES**

Although development processing fees do contribute to the total cost of development, and therefore housing, the fees charged by the City of Orland



are very low in comparison to fees charged by other counties and cities in the region, and may well be among the lowest in the State. The current fee schedule is included in Appendix A of this document. However, the City is not the only public agency which imposes fees on new development. Impact fees are also charged by school districts and the State (for review of environmental documents by the Department of Fish and Game). In addition to sewer and water hookup fees, fees are normally charged for future water system expansion and sewer treatment plant expansion based on each development's share of projected costs.

By law, fees cannot exceed the cost of providing the particular facility or service for which they are charged. Application fees for development projects in Orland do not even cover the City's costs. It is not feasible or realistic for the City to further reduce fees and continue to provide necessary and mandated services. Building permit fees are as established by the currently adopted edition of the Uniform Building Code, and charges are consistent with most cities and counties. Planning and building fees are therefore determined not to pose a constraint to the development of housing for all income groups.

### **3.5.5 DEVELOPMENT PROCESSING**

The development process for the City of Orland is described in the City's *Zoning Ordinance* (for zone changes, variances and conditional use permits) and *Land Division Ordinance* (for parcel maps, subdivision maps, lot line adjustments and certificates of compliance).

Applications are processed in an expeditious manner within State-established time limits. As an example, tentative parcel maps and conditional use permits can be approved in as little as two months if the required information is supplied at the time of application. The Building Department usually completes plan checking within two weeks, a significantly shorter period than most other city building departments in California. Most residential projects do not require environmental impact reports, the most time-consuming process. Development processing is therefore determined not to pose a constraint to the development of housing for all income groups.



### **3.6 NONGOVERNMENTAL CONSTRAINTS**

Non-governmental constraints are those generated by the private sector which are beyond the control of local government, as well as physical/environmental constraints. With respect to Orland, these include availability and cost of financing, price of land, construction costs, and consumer preference.

#### **3.6.1 AVAILABILITY AND COST OF FINANCING**

Interest rates for both construction and take-out financing probably have more impact on housing than any other factor, at least in the short term. When interest rates are high, or financing is not generally available, an increasing number of households cannot afford home ownership even if housing prices are affordable. A 1992 analysis of the components of monthly housing cost for a single family dwelling costing \$100,000, purchased with a 10 percent down payment and financed at 8.5 percent for 30 years, indicates that a \$10,000 reduction in land and development costs results in a 10 percent reduction in monthly payment, while a 4 percent increase in take-out financing interest rates results in a 38 percent increase in the monthly payment.

The November 27, 1992 edition of the Willows Journal listed ten single-family homes for sale in the Orland area, ranging in price from \$59,900 to \$132,500. This November 27th listing was typical of those appearing throughout the month of November. Of the ten homes listed, five were two-bedroom units, ranging from \$59,900 to \$72,000; four were three-bedroom units ranging from \$92,500 to \$132,500; and the tenth was a five-bedroom house on two acres for \$179,500. Five mobilehomes and manufactured homes were listed for sale, ranging in price from \$18,000 to \$35,000. Rent for apartments ranged from \$240 to \$300 for a one-bedroom and \$350 to \$475 for a two-bedroom. Several houses and mobilehomes were listed for rent ranging from \$475 to \$550 for a mobilehome and \$500 to \$700 for a house.

As this *Housing Element* is written, interest rates for fixed-rate mortgages are the lowest they have been in two decades. To mitigate the impact of high interest rates, when they occur, one of the few options available to local government is to find a means of subsidizing those rates for the home buyer and/or developer. This has been accomplished in the past primarily by the sale of mortgage revenue bonds, often coordinated at the county level. This





process has been complicated by changes in federal law and State caps on the amount of bonds that can be issued statewide. State and federal mortgage subsidy programs are available at various times to qualifying projects and developers. While mortgage interest rates are currently at their lowest point in twenty years, as stated above, the availability of construction and development financing is very tight, primarily in response to savings and loan institution failures and foreclosed development projects on the national level.

### **3.6.2 PRICE OF LAND**

According to the California Building Industry Association, the cost of land represents an ever-increasing proportion of the total housing development cost. In 1980, land cost represented approximately 30 percent of the cost of a new home in California, but by the end of the decade that component accounted for nearly 35 percent of the costs. In Orland, land costs are still very reasonable compared to other, similar areas in California.

Improved vacant lots for single family homes ranged from \$15,000 to \$40,000. The average cost of a multiple family lot is difficult to estimate due to the small number and unique characteristics of such lots (most are located within the cities of Willows and Orland). One multiple family lot, 184' x 260', was listed at \$119,000 which could accommodate approximately 13 units under the current zoning.

Measures available to local government to address land costs include the use of redevelopment funds to write down land costs, and development of housing by a nonprofit corporation such as a Housing Authority. Use of surplus government-owned land for housing is an option not often available to a small city, due to a general lack of suitable publicly-owned land. However, this option should be kept in mind when such an opportunity occurs. Finally, attempting to stabilize or reduce land prices through increasing the supply of available land can only be effective if a full range of public services and facilities are available at a reasonable cost.

### **3.6.3 COST OF CONSTRUCTION**

Rising costs of labor and materials have contributed to nongovernmental constraints on housing development and improvement. These costs, plus





energy costs, formed a substantial part of housing cost increases during the 1970s, increasing by 10 percent during that decade. Labor and materials costs continued to increase during the 1980s. The cost of wood is expected to continue to increase due to significant projected cutbacks in timber harvesting in the United States for environmental reasons. Labor costs for publicly-constructed housing are higher than for privately-constructed housing due to the requirement to pay prevailing wage rates, which in an area such as Glenn County are significantly higher than local wage rates.

Because land costs in Orland are relatively low, construction costs represent a higher percentage of the cost of new housing. Fees are addressed in Section 3.5.4 and included in Appendix A, and financing is addressed in Section 3.6.1. Labor costs are also relatively low. Materials and labor represent approximately 70 to 75 percent of the total new housing cost.

Local governments can use Community Development Block Grant (CDBG) funds and redevelopment funds to finance infrastructure improvements (e.g. water and sewer lines), which assist in lowering housing costs. The City of Orland has participated in the CDBG program, as described elsewhere in this document.

#### **3.6.4 CONSUMER PREFERENCE**

Part of the increase in housing costs in the 1980s has been due to consumer preference and lifestyle expectations regarding dwelling unit size and amenities. All of these lifestyle choices have costs associated with them. As housing costs and/or interest rates make detached single family dwellings less affordable, alternatives such as smaller lots, smaller units, and attached housing become more acceptable, but are still not the housing of choice for the majority of households.

### **3.7 EQUAL HOUSING OPPORTUNITY**

Although essential to meeting housing needs, the provision of a sufficient number of dwelling units will not in itself ensure that the entire population will be adequately housed. A large segment of the population lives on very low incomes, and as housing costs increase, they are forced to apply an excessive amount of their



budget to housing costs. In order to remain in the housing unit of their choice, some residents pay such a large portion of their income on housing that they are unable to purchase other basic necessities. In the case of a large family, lack of sufficient income usually restricts housing choice to a dwelling which is inadequate for their needs in size and quality. For many other households with sufficient income to purchase quality housing, choice of housing location is sometimes not available because appropriate housing at acceptable cost is not equally dispersed geographically throughout the county or within individual communities.

Although inadequate geographic distribution of affordable housing within a community or region is an important constraint, discrimination due to race, religion, or ethnic background is an equally significant factor affecting equal housing opportunity. Actions which result in illegal discrimination in the rental or sale of housing violate State and federal laws and should be reported to the proper authorities for investigation. The State agency responsible for investigation of housing discrimination complaints is the State Department of Fair Employment and Housing.

### **3.8 RESIDENTIAL LAND RESOURCES**

In order to properly plan for future housing needs, undeveloped lands available for housing must be inventoried. Table 3-5 below presents the total acres of vacant land potentially suitable for residential development. Development of vacant bypassed lands within Orland can be encouraged by the City through *General Plan* policies in order to protect agricultural lands on the fringes and provide greater utilization of existing infrastructure.

State law requires that zoning be consistent with adopted general plans (except charter cities). Orland's undeveloped lands must be zoned in accordance with the present *Land Use Element*. Development potential may be determined based on the maximum allowable density of each General Plan designated area. Table 3-5 includes estimated holding capacity for the city based on existing land use plans. The City is currently revising its *Zoning Ordinance* to comply with its *General Plan*.



Table 3-5 shows that sufficient land is available at appropriate densities to accommodate the projected new housing need for all income groups, as presented in Section 4.5. Specifically, the table shows that the P-D zone, along with the R-3 and R-4 zones, can accommodate the City's regional share of multiple family units (173 units). Table 3-5 also indicates the density range for the P-D zone and information on the types of projects that would be approved in the P-D zone.

As indicated in Table 3-5, there are 97.5 acres of R-1 zoned property which have received land use entitlements. These entitlements include tentative subdivision map approval for five sites and final map approval for one site, as listed below.

<u>ACRES</u>	<u>LOTS</u>	<u>APPROVAL</u>
28	87	tentative
7	31	tentative
32	93	tentative
10.5	40	tentative
10	45	tentative
10	47	final

The 10-acre, 47-lot subdivision with final map approval is presently under construction and is being developed as self-help housing through the Community Housing Improvement Program (CHIP), a nonprofit housing corporation.

Table 3-6 indicates the development potential for each residential zone by minimum lot size and density in units per acre.



**TABLE 3-5  
EXISTING VACANT LAND AND POPULATION  
HOLDING CAPACITY  
CITY OF ORLAND<sup>1</sup>**

ZONING	ACRES OF VACANT LAND	DWELLING UNIT CAPACITY <sup>2</sup>	POPULATION HOLDING CAPACITY <sup>3</sup>
R-1 <sup>4</sup>	97.5	343	895
R-1	56.3	280	731
P-D <sup>5</sup>	48.8	244 <sup>6</sup>	637
R-3	4.5	54	141
R-4-D	4.0	48	126
<b>TOTAL</b>	<b>211.1</b>	<b>969</b>	<b>2,530</b>

<sup>1</sup> Within existing city limits. Additional area is available for annexation and development within the Orland Planning Area.

<sup>2</sup> Assumes maximum density allowed under *General Plan*.

<sup>3</sup> Based on 1990 average household size of 2.61.

<sup>4</sup> Land with tentative or final map approval which reflects approved lots.

<sup>5</sup> Density allowed under PD zoning regulations is dictated by underlying land use designation. There are currently 48.8 acres zoned PD with an underlying residential general plan designation.

<sup>6</sup> The PD zone allows a mix of housing types (single and/or multiple) not to exceed the density allowed in the underlying land use designation, for example: a mix of 70% or 170 single family units and 30% or 74 multiple units; or 100% or 244 multiple units.

Source: City of Orland, City of Orland Zoning Ordinance and Map, Orland Area General Plan





**TABLE 3-6**  
**CITY OF ORLAND DEFINITIONS OF**  
**RESIDENTIAL ZONING AND LAND USE DESIGNATIONS**

Land Use Designation	Zoning Category	Minimum Lot Size	Density in Units per Acre
RS (Suburban Residential)	RE Zone	40,000 sq. ft.	1
RL (Low Density Residential)	R-1 Zone	6,000 sq. ft. to 7,000 sq. ft.	5
RL (Low Density Residential)	R-1-A Zone	6,000 sq. ft. to 7,000 sq. ft.	5
RM (Medium Density Residential)	R-2 Zone	6,000 sq. ft. to 7,000 sq. ft.	8
RH (High Density Residential)	R-3 Zone	6,000 sq. ft.	12



Land Use Designation	Zoning Category	Minimum Lot Size	Density in Units per Acre
RH (High Density Residential)	R-4 Zone	6,000 sq. ft.	12
Any	PD Zone	-	5-12

Source: City of Orland Zoning Ordinance and City of Orland Land Use and Circulation Element.



POLICY PLAN

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POLICY PLAN

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## SECTION 4.0

### POLICY PLAN

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#### 4.1 BACKGROUND

The purpose of the *Housing Element* of the *General Plan* is to direct residential development consistent with the social and economic values of the City of Orland, as well as with the State's goal of providing adequate housing to all residents of California. The thrust of this Element is to comply with the housing requirements of both the State and the Tri-County Planning Council, as appropriate staff levels and funding resources become available to the City. The policy statements in this section promote the rehabilitation of the existing housing stock; encourage the increase of housing opportunities by reevaluating both governmental and non-governmental constraints; and direct the City to use appropriate State and federal financing and subsidy programs when available. It is envisioned that the diversity of housing types and opportunities will increase as growth and development occur in the city. By identifying local housing needs, adopting appropriate goals and policies, and providing local legislation and programs to meet these needs, the City may be more effective in addressing the housing needs of its residents.

Government Code Section 65583 requires the *Housing Element* to include four basic components:

- A review of the previous *Housing Element's* goals, policies, programs and objectives to ascertain the effectiveness of each factor and the overall effectiveness of the Element. This review is presented below.
- An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. This assessment can be found in Sections 2.0 and 3.0.
- A statement of the City's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing. These policy statements are presented below.



- A program which sets forth a five-year schedule of actions the City is taking or intends to undertake to implement the policies and achieve the goals and objectives through the administration of land use and development controls, provision of regulatory concessions, and the use of appropriate State and federal financing and subsidy programs when available. These programs are listed below, including the agency or department responsible for implementation and the time frame for implementation of each program.

State law requires that housing policy cover a specified time frame. The *Housing Element*, by law, covers the period 1992-1997 and must be comprehensively updated in 1997.

## **4.2 PUBLIC PARTICIPATION**

In the development of this Housing Element, the City of Orland has undertaken a public participation program designed to involve all economic segments of the community. This effort began in 1990, with the conducting of a door-to-door survey of targeted areas by the Community Housing Improvement Program (CHIP) to gather data about residents and housing units, enabling the City to apply for funding for housing improvement projects. This was followed in 1991 by a housing condition survey of large areas of the city. The results of this survey are summarized in Section 2.2 above.

In 1991, CHIP also conducted a Migrant Housing Needs Study, conducted during the fall season when workers are present, that involved personal interviews in the field with 255 migrant workers in Glenn and Tehama counties, as well as interviews with growers. The results of this study are summarized in Section 3.4 above.

Another form of local public contact by CHIP is their outreach program for recruiting participants in their self-help housing projects, including direct contact with potential participants and public meetings and hearings.

All of this information, which was gathered through personal contact and outreach with affected individuals and households, was used in the assessment of needs and issues contained in this Housing Element.



The draft Housing Element has been widely disseminated throughout the community. Copies of the document and notices were made available at the local library, schools, Fire Department and City Hall. Copies and notices were also sent to the Orland Water Users Association, CHIP, Caltrans, the Farm Bureau, the Glenn County Planning Department and PG&E.

A joint Planning Commission/City Council workshop was held on January 7, 1993 to review the draft Housing Element for the benefit of decision-makers and the public. A public hearing was held before the Planning Commission on January 21, 1993, and before the City Council on January 25, 1993. Notice of the hearings was published in the local newspaper, but also distributed as described above.

#### **4.3 EVALUATION OF THE PREVIOUS HOUSING ELEMENT**

As required by Section 65588 of the Government Code, the City of Orland has reviewed its 1984 *Housing Element* and has evaluated the appropriateness of its housing goals, objectives, and policies in contributing to the attainment of the State housing goal, the effectiveness of the *Housing Element* in attainment of the City's housing goals and objectives, and the progress of the City in implementation of the *Housing Element*. The *Housing Element Update* reflects the results of this review.

By definition, a goal is an "...ideal future end, condition or state related to the public health, safety or general welfare toward which planning and planning implementation measures are directed...a goal is generally not quantifiable, time-dependent or suggestive of specific actions for its achievement" (State of California *General Plan Guidelines*, 1990). Thus, it is unlikely that the City of Orland can expect to completely achieve the goals set forth in the 1984 *Housing Element*. Nevertheless, the City has made progress toward its goals, as described in this section and below in the review of the 1984 *Housing Element* programs. The goals, which are consistent with State and national housing goals to provide a decent home and suitable living environment for every individual and family, have generally been incorporated into this *Housing Element* update due to their continuing worthiness as an expression of community values.

The *General Plan Guidelines* define a policy as a specific statement that guides decision making and indicates a clear commitment of the local legislative body, the City Council. A review of the policies contained in the 1984 *Housing Element*





indicates that the City intends to support and uphold some of the same policies, along with newly drafted policies.

An objective is defined as a "...specific end condition or state that is an intermediate step toward attaining a goal." With regard to housing, objectives must be *quantified*, that is, measurable and/or time-specific. The 1984 *Housing Element* included a quantified objective for a new construction need for low to moderate income groups by 1989 (later amended to 1992) of 145 dwelling units. Information from the City regarding achievement of those objectives is presented below.

#### **4.3.1 PREVIOUS HOUSING ELEMENT PROGRAMS**

The results of the programs contained in the City's 1984 *Housing Element* are summarized and reviewed below on a program-by-program basis.

Action 1. *The local government will apply for rental and rehabilitation assistance where appropriate to local needs and contingent upon the determination that a reasonable probability of success in securing funds can be assured. Work with a consultant to prepare and submit applications for Community Development Block Grant (CDBG) funds.*

The City of Orland worked with a consultant to prepare and submit applications for Community Development Block Grant funds in 1982 and 1983. The funds were proposed to be utilized to provide housing rehabilitation assistance and increase housing opportunities in targeted areas. The applications were not approved for funding.

In order to assemble data to qualify for CDBG funding, the City contracted with CHIP to conduct a housing condition survey of the city in 1991. With assistance from CHIP, the City applied for a CDBG housing rehabilitation grant in 1992 and received approval. The grant will allow for the rehabilitation of 16 units. The City also received a CDBG grant in 1988 for the rehabilitation of 22 units. The rehabilitation work was performed by CHIP under contract with the City. The CDBG housing rehabilitation funds were utilized in the form of a revolving loan fund, which generates additional funds for use in housing rehabilitation as loans are repaid.



Action 2. *Provide local developers with referral information, contacts and guidance regarding available federal, state and local housing programs. Active support will be given to those programs which are privately initiated.*

Orland City staff has provided several interested developers with information and referral and technical assistance regarding available federal, State and local housing programs, including the developers of the Orland Arbor and Cortina Gardens projects. These duties have been added to the City Clerk's duties.

Action 3. *Expand administrative and/or service system capacities where necessary to provide adequate housing opportunities. Improve the existing sewer and water systems to make more sites available for housing. Revise the Land Use and Circulation Elements of the General Plan. Undertake strategies to remove government and market constraints on the provision of adequate housing opportunities.*

The City applied for and received a CDBG grant for \$600,000 in 1984 to construct separate industrial discharge treatment facilities. With the removal of industrial wastewater from the domestic wastewater treatment plant in 1985, it can now serve additional housing units. Since the 1984 *Housing Element* was adopted, the City has also increased the capacity of the water system by adding two new wells, one in 1984 and one in 1991.

The City updated the *Land Use and Circulation Elements* of its *General Plan* in 1985 and in 1991 to include policy statements encouraging additional residential development, and designating additional lands for residential development. These policy statements include the following:

- The goal of the Orland Area Plan is to provide for the anticipated growth of the City of Orland to the year 2000 and for the expected population of 8,000 to 10,000 people.
- Promote a diversity of residential densities which are consistent with the economic, social, transportation, and environmental goals of the City.



- The City shall monitor, on a yearly basis, the rate at which the developable land inventory in the City and Orland Service Area is being consumed, the population and employment growth of the City, and other useful indicators of growth.
- In 1990 and thereafter at least every five years, as part of a comprehensive General Plan review, the City shall examine the results of the monitoring process for the previous period. By amendment of this Plan appropriate adjustments shall be made in the inventory of developable land so that it will accommodate the growth projected. The intent of this policy is to ensure that the amount of developable land available will always be in adequate supply, at the current ratio, and to gauge when it will become necessary to annex lands in the Orland Service Area.
- Residential planned developments for low income households which exceed minimum standards are entitled to a density bonus of up to 25% over that allowed by the General Plan designation, provided that when combined with other density bonuses, the overall bonus does not exceed 25%.

The City also waives the standard that requires a two-car garage, for FmHA and other low-income housing units. The City's planning and utility hookup fees are among the lowest in the State, and the City assesses a regional operation and maintenance assessment for parks and recreation facilities, rather than a fee imposed only on new residential development.

Action 4. *Increase the sites available for rental housing by allowing higher density development on standard residential lots, including second dwelling units.*

The City of Orland allows second dwelling units with a conditional use permit in the R-1 (Residential One-Family) Zone, in accordance with the provisions of State law. This has increased the sites available for rental housing by allowing higher density development on conventional residential lots. The final policy listed in Item #3 above establishes the City's *General Plan* policy regarding density bonuses.





Action 5. *Adopt design standards assuring the compatibility of manufactured housing with the host community character.*

Mobilehomes that meet code requirements are allowed in all residential zones. The code requirements apply to all residential dwellings to ensure compatibility with the character of the community. The Orland *Municipal Code* was revised in 1981 to adopt standards to allow individual mobilehomes in residential zones. The Code was revised again in 1984, at the request of the building industry, to reduce the size of the required roof overhang from 18 inches to 12 inches.

Action 6. *Monitor the conversion of rental housing to condominiums and, if necessary, adopt an ordinance regulating future conversions.*

The City has monitored condominium conversions on an annual basis since 1984, and no conversions have occurred. A condominium conversion ordinance will be enacted when and if the rate of conversions appears to adversely affect the rental housing market in Orland.

Action 7. *Contract with the Glenn County Building Department to provide building inspection services and enforcement procedures to ensure that housing is of safe and sanitary construction and that hazards to public health and safety do not exist.*

The City of Orland contracts with the Glenn County Building Department to provide building inspection services. These services include "red tag" procedures for identifying dilapidated structures.

Action 8. *Review the adequacy of potential sites for seasonal farmworker housing and pursue funding for housing at selected locations.*

Under contract with HCD, CHIP recently completed a study of migrant farmworker housing needs in northern Glenn and southern Tehama counties. The results of the survey showed that the number of migrant farmworkers far exceeds available, sound seasonal housing in the region.

While the City encourages and supports private efforts by farmers and others to develop housing for migrant farmworkers, staff has learned, at meetings





held during the study and in the process of providing assistance to potential developers, that State standards for such housing and State program requirements (including maximum rents) for financing such housing make such developments financially infeasible.

Action 9. *Assist developers in determining appropriate utilization of sites that could be developed for farmworker housing.*

City Public Works and Planning Department staff have assisted developers in determining appropriate utilization of sites for housing for permanent farmworkers. CHIP has assisted low-income families, including farmworker families, in building a total of 108 housing units in the City of Orland since 1984. Two proposals have been submitted for developments in areas zoned R-3 and R-4.

Action 10. *Revise Orland's Land Use Element to include goals, objectives and policies that are consistent with both the Glenn County General Plan and the Orland General Plan within Orland's Sphere of Influence.*

The City of Orland worked with Glenn County to revise and update the *Land Use and Circulation Elements* of their *General Plans* for the Orland Service Area (Sphere of Influence). The *Orland Area General Plan* was adopted by Glenn County and the City of Orland in 1991. It established policy regarding the coordination of development in the unincorporated area around the City of Orland, thus promoting orderly development and avoiding future infrastructure problems when land is annexed to the City.

Action 11. *Encourage the local building industry to present written and oral input to local government as to measures which may be taken to meet the housing needs of the local population.*

The City continually receives and responds to input from the local building industry. As an example, the industry was responsible for the change in code requirements for mobilehome roof overhangs. Over 700 new subdivision lots have been approved in the City of Orland since 1984.



Action 12. *Establish an Equal Opportunity Housing Program to promote housing opportunities and provide information and referrals regarding fair housing.*

A brochure has been prepared by the City and is available at City Hall explaining the City's program of referring housing discrimination complaints to the State Office of Fair Employment and Housing in Sacramento. A resolution was adopted by the City Council setting forth the City's policy and allowing Orland residents to place long-distance calls to the office in Sacramento at City expense. The City Clerk has been designated as the coordinator for this program. No complaints have been registered at the City to date.

#### **4.4     HOW THE UPDATED HOUSING ELEMENT INCORPORATES WHAT HAS BEEN LEARNED FROM THE PREVIOUS HOUSING ELEMENT**

Several observations and conclusions can be drawn based on experience gained by the City in implementing the previous *Housing Element*. First, it is reasonable to conclude that the City has accomplished more in the quest for decent, affordable housing than if there had not been an adopted *Housing Element* during the planning period, simply by focusing attention on this issue. Secondly, it is fair to say that outside forces, both governmental and nongovernmental, play a large role in the City's relative success or failure at *Housing Element* implementation. This conclusion is particularly valid with regard to interest rates, availability of financing, the private real estate market, and the commitment of State and federal funds to housing programs. Finally, it can also be concluded that, at the end of this planning period, the Orland area remains one of the most affordable areas in the State for housing.

#### **4.5     REGIONAL HOUSING NEEDS PLAN**

The Tri-County Planning Council prepared the *Regional Housing Needs Plan* for Colusa, Glenn and Tehama counties pursuant to the provisions of Section 65584 of the Government Code. The Plan contains each county's and city's share of the statewide housing need to July 1997 and allocates shares of that need in each county to the jurisdictions in that county.



The determinations of local share of regional housing need shown in Tables 4-1 and 4-2 contain determinations of local share of regional need for the period January 1, 1991 to July 1, 1997. Table 4-1 contains the estimated number of households on January 1, 1991 by income group, the projected additional households by income group between January 1, 1991 and July 1, 1997, and the projected households by income group on July 1, 1997. Table 4-2 contains basic construction needs by income group through July 1997. It also shows the components which comprise the total. These include the existing shortage or surplus of units at the beginning of the planning period, the household growth allocations for the planning period, the number of vacant units needed because of household growth, and the estimated number of normal market removals during the planning period.

Existing need is shown in both Tables 4-1 and 4-2. In Table 4-1, the "January 1, 1991" column shows the number of households, by income, that needed adequate housing as of the base date of the Plan. In Table 4-2, the "1991 vacancy" needs figures mean that there was a shortage of units as of January 1, 1991. Tables 4-1 and 4-2 also both contain determinations of projected need. Table 4-1 shows, by income group, the number of additional households each local government is to plan for in its *Housing Element*. Table 4-2 shows the new construction needed to accommodate, by income group, the additional households by July 1997, including an allowance for normal market removals.

The purpose and principal use of the allocations in this Plan is inclusion in local housing elements as the respective share of regional housing need. By doing so, the City is planning to accommodate its share of projected county growth and to provide opportunities for all income groups to have access to housing within the city.



**TABLE 4-1**  
**HOUSEHOLD PROJECTIONS BY INCOME GROUP**  
**JANUARY 1, 1991 TO JULY 1, 1997**

Jurisdiction & Income Group	Jan. 1, 1991		July 1, 1997		Jan. 1991 to July 1997	
	No.	%	No.	%	No.	%
<b>GLENN COUNTY</b>						
<b>Orland</b>						
Very Low <sup>1</sup>	504	26.0	580	26.0	76	26.0
Other Lower <sup>2</sup>	349	18.0	401	18.0	52	17.8
Moderate <sup>3</sup>	426	22.0	490	22.0	64	21.9
Above Moderate <sup>4</sup>	658	34.0	758	34.0	100	34.3
<b>Total</b>	<b>1,937</b>	<b>100.0</b>	<b>2,229</b>	<b>100.0</b>	<b>292</b>	<b>100.0</b>
<b>Willows</b>						
Very Low	492	23.0	552	23.0	60	23.0
Other Lower	363	17.0	408	17.0	45	17.2
Moderate	428	20.0	480	20.0	52	19.9
Above Moderate	855	40.0	959	40.0	104	39.9
<b>Total</b>	<b>2,138</b>	<b>100.0</b>	<b>2,399</b>	<b>100.0</b>	<b>261</b>	<b>100.0</b>
<b>Unincorporated</b>						
Very Low	1,050	21.8	1,145	21.7	95	21.0





Jurisdiction & Income Group	Jan. 1, 1991		July 1, 1997		Jan. 1991 to July 1997	
	No.	%	No.	%	No.	%
Other Lower	800	16.6	874	16.6	74	16.4
Moderate	1,014	21.0	1,109	21.0	95	21.0
Above Moderate	1,956	40.6	2,144	40.7	188	41.6
<b>Total</b>	<b>4,820</b>	<b>100.0</b>	<b>5,272</b>	<b>100.0</b>	<b>452</b>	<b>100.0</b>
<b>Glenn County Total</b>						
Very Low	2,046	23.0	2,277	23.0	231	23.0
Other Lower	1,512	17.0	1,683	17.0	171	17.0
Moderate	1,868	21.0	2,079	21.0	211	21.0
Above Moderate	3,469	39.0	3,861	39.0	392	39.0
<b>Total</b>	<b>8,895</b>	<b>100.0</b>	<b>9,900</b>	<b>100.0</b>	<b>1,005</b>	<b>100.0</b>

Notes:

- 1 defined as 0-50% of median income (0 to \$9,726)
- 2 defined as 50-80% of median income (\$9,727 to \$15,562)
- 3 defined as 80-120% of median income (\$15,563 to \$23,344)
- 4 defined as over 120% of median income (over \$23,344)

Source: Tri-County Planning Council, Regional Housing Needs Plan, 1992.



**TABLE 4-2  
GLENN COUNTY  
BASIC CONSTRUCTION NEEDS  
JANUARY 1, 1991 TO JULY 1, 1997**

	Housing Units			
BY COMPONENTS	Orland	Willows	Unincorporated	County Total
Household Increase	292	261	452	1,005
1991 Vacancy Need	51	43	101	195
1997 Vacancy Need	20	18	38	76
Replacement Need 1990-1997	33	31	70	134
<b>Total</b>	<b>396</b>	<b>353</b>	<b>661</b>	<b>1,410</b>
BY INCOME GROUP	Orland	Willows	Unincorporated	County Total
Very Low <sup>1</sup>	103	81	139	323
Other Lower <sup>2</sup>	70	61	108	239
Moderate <sup>3</sup>	87	70	139	296
Above Moderate <sup>4</sup>	136	141	275	552
<b>Total</b>	<b>396</b>	<b>353</b>	<b>661</b>	<b>1,410</b>

Notes:

- 1 defined as 0-50% of median income (0 to \$9,726)
- 2 defined as 50-80% of median income (\$9,727 to \$15,562)
- 3 defined as 80-120% of median income (\$15,563 to \$23,344)
- 4 defined as over 120% of median income (over \$23,344)

Source: Tri-County Planning Council, Regional Housing Needs Plan, 1992.



#### **4.6 GOALS, QUANTIFIED OBJECTIVES, AND POLICIES**

The goals, quantified objectives and policies set forth in this Section are intended to serve as general policy guidelines for the City of Orland for the maintenance, improvement and development of housing. Consistent with State and national housing objectives, these goals, objectives and policies reflect a commitment to provide a decent home and suitable living environment for residents of the City of Orland.

**Goal 1:        Development, through public and private resources, of sufficient new housing to ensure the availability of safe, affordable housing for all households in Orland.**

**Quantified Objective:**

1-O    Construction of 396 dwellings by 1997 (to include 103 dwellings for very low-income category, 70 dwellings for low-income category, 87 dwellings for moderate-income category, and 136 dwellings for above-moderate income category); which equals Orland's regional share.

**Policies:**        It shall be the policy of the City of Orland to:

- 1.1    Become actively involved and facilitate the use of federal, State and local housing assistance programs directed toward new construction.
- 1.2    Encourage the use of federal and State housing programs by the private sector, nonprofit corporations, and individuals for the purpose of expanding housing opportunities for persons of low and moderate income.
- 1.3    Promote balanced, orderly growth to minimize unnecessary development costs which add to the cost of housing.

**Goal 2:        Assurance of choice of housing location for all residents of Orland.**

**Quantified Objective:**

2-O    Designation of sufficient land for residential development to accommodate the land required for new development through 1997.



**Policies:** It shall be the policy of the City of Orland to:

- 2.1 Accommodate and encourage development of a full range of housing types in Orland.
- 2.2 Maintain a sufficient inventory of developable land to accommodate timely development of needed new housing.

**Goal 3: Maintenance and improvement of the quality and affordability of the existing housing stock and the neighborhoods in which it is located.**

**Quantified Objectives:**

- 3-O(a) Rehabilitation of an annual average of 5 dwellings for very low, low and moderate-income households through 1997 (2 very low, 2 low and 1 moderate income households).
- 3-O(b) Conservation or replacement of 10 dwelling units at risk of conversion to non-low-income uses for very low and low income households through 1997 (6 very low and 4 low income households); weatherization of an annual average of 32 units (19 very low and 13 low income households); and provision of Section 8 existing rental assistance to an annual average of 12 households (7 very low and 5 low income households).

**Policies:** It shall be the policy of the City of Orland to:

- 3.1 Encourage conformance with building codes through enforcement procedures to ensure that housing is of safe and sanitary construction and that hazards to public health and safety do not exist.
- 3.2 Encourage development of sound new housing on vacant land within existing neighborhoods that have the necessary infrastructure and services.
- 3.3 Support and encourage all public and private efforts to rehabilitate and improve the existing housing stock, focusing on identified target areas of the community.





- 3.4 Encourage proper maintenance of essential public services and facilities in residential developments.
- 3.5 Facilitate maximum use of federal and State programs that can assist lower-income homeowners to properly maintain their dwelling units.
- 3.6 Monitor units at risk and facilitate conservation or replacement of any federally-assisted housing units that are planned for conversion to market rate rents.

**Goal 4: Promote equal access to safe and decent housing for all income groups.**

**Quantified Objective:**

- 4-O Provide referral services for housing discrimination complaints to appropriate State and federal agencies through 1997.

**Policies:** It shall be the policy of the City of Orland to:

- 4.1 Encourage enforcement of fair housing laws throughout the city.
- 4.2 Support programs that increase employment and economic opportunities.

**Goal 5: Promote energy conservation activities in all residential areas.**

**Quantified Objective:**

- 5-O Development of public policies and regulations that achieve a high level of energy conservation in all new and rehabilitated housing units.

**Policies:** It shall be the policy of the City of Orland to:

- 5.1 Adopt by reference relevant portions of the *Glenn County Energy Element* as an element of the City of Orland *General Plan*.



**Goal 6:** Increase opportunities for special needs groups (elderly, large families, families with female heads of household, farmworkers, disabled and homeless) to obtain adequate housing.

**Quantified Objective:**

6-O Rental assistance to an annual average of 7 very low, low and moderate income renter households and homeowner assistance to an annual average of 3 very low, low and moderate income owner households through 1997.

**Policies:** It shall be the policy of the City of Orland to:

- 6.1 Encourage full use of federal and State housing assistance programs that can enable persons with unmet housing needs to obtain decent housing at prices they can afford.
- 6.2 Support the development of housing plans and programs, including new publicly-subsidized housing, that maximize housing choice for special needs groups and lower-income households commensurate with need.
- 6.3 Encourage and support the private development of farmworker housing, including the development of adequate seasonal housing for migrant farmworkers and their families.

**4.7 PROGRAMS AND FIVE-YEAR ACTION PLAN**

This Section provides a five-year program of actions necessary to implement the policy statements set forth in Section 4.6. Many of these actions can be accomplished at the local level, while others require State and federal action, including the funding of various housing programs. Each program contains an identification of responsible agencies, funding sources, the year(s) in which it will be implemented, and the policy number to which it corresponds in Section 4.6.

- 4.7.1 Concurrently with adoption of this *Housing Element*, update the *Land Use Element* and *Circulation Element* of the *General Plan* to provide for sufficient land area, circulation system and city services to meet future residential needs through 1997.



Implements Policies: 1.3, 2.1, 2.2

Year: 1993

Lead Agency: City of Orland Planning Department

Funding Source: General fund

- 4.7.2 Continue to provide local developers and nonprofits with information and referral, contacts and guidance regarding available federal, State and local housing programs (including HUD Section 202, FmHA 502, FmHA 515, FmHA 514/516, RHCP)

Implements Policies: 1.1, 1.2, 6.1

Year: 1993 and ongoing

Lead Agency: City of Orland Planning Department

Funding Source: General fund

- 4.7.3 Develop and maintain an inventory of publicly-owned land within the city and analyze that land for potential housing sites. If appropriate sites are identified, the City will approach developers and funding agencies to facilitate development of the sites with assisted housing.

Implements Policy: 2.2

Year: 1993 and ongoing

Lead Agency: City of Orland Public Works Department

Funding Source: General fund, CDBG technical assistance grant

- 4.7.4 Investigate formation of a redevelopment agency and adoption of a redevelopment plan for blighted area(s) of the city to address critical housing needs.

Implements Policies: 1.1, 3.2, 3.3

Year: 1995

Lead Agency: City of Orland City Manager's Office

Funding Source: General fund, to be reimbursed by redevelopment funds

- 4.7.5 Allocate a portion of any future redevelopment housing set-aside funds for the purchase of sites for low- and moderate-income housing, to be landbanked or used for the development of assisted housing; and to identify suitable sites for



assisted housing, and assist in providing for infrastructure improvements to serve those sites.

Implements Policies: 3.2, 3.3, 3.4, 3.5

Year: Upon adoption of redevelopment plan

Lead Agency: Orland Redevelopment Agency

Funding Source: Redevelopment funds

- 4.7.6 Continue to work with CHIP or any other non-profit agency to prepare and submit applications for Community Development Block Grant funds to provide housing rehabilitation assistance and infrastructure improvements, focusing on the following target areas: the Seventh and Eighth Street corridor and the northern end of Fourth and Fifth Streets.

Implements Policy: 3.3

Year: 1993 and ongoing

Lead Agency: City of Orland City Manager's Office

Funding Source: CDBG funds

- 4.7.7 Contract with CHIP or any other nonprofit entity to undertake a detailed survey of the mechanical, structural and electrical condition of the housing units identified as substandard in the 1991 *Housing Condition Report*.

Implements Policy: 3.3

Year: 1994

Lead Agency: City of Orland City Manager's Office

Funding Source: CDBG technical assistance grant

- 4.7.8 The City shall monitor the status of federally-assisted projects within the City of Orland, review plans of action submitted for LIHPRHA-eligible projects, assist in providing community and tenant education about the issue, available assistance and options, and facilitate transition to nonprofit or public ownership. Monitoring shall consist of annually contacting HUD representatives regarding filing of Notices of Intent. The City Manager will review any plans of action with the Planning Commission and City Council, assist in providing appropriate notices to tenants and other interested members of the community, and assist interested groups in providing





educational workshops and identifying sources of funding for acquisition by tenants, nonprofit groups, or public agencies.

Implements Policy: 3.6

Year: Annually, beginning in 1993

Lead Agency: City of Orland City Manager's Office

Funding Source: General fund, redevelopment funds (if available)

- 4.7.9 Continue the City's existing program of providing assistance in referring and reporting housing discrimination complaints to the State Department of Fair Employment and Housing. Continue to provide access to a City telephone and provide brochures to residents reporting complaints to City Hall. Publicize this service through the local media, schools, library, the post office and local housing advocacy groups.

Implements Policy: 4.1

Year: 1993 and ongoing

Lead Agency: City of Orland City Clerk

Funding Source: General fund

- 4.7.10 Continue to improve the City's sewer and water systems to assure that construction of new dwelling units in accordance with the quantified objectives of this *Housing Element* can be accommodated. Continue to apply for available State and federal grants and loans to finance construction of necessary improvements.

Implements Policies: 2.1, 2.2, 3.4

Year: 1993 and ongoing

Lead Agency: City of Orland Public Works Department

Funding Sources: Sewer and water enterprise funds, CDBG grants, EDA grants, other grant and loan sources

- 4.7.11 Continue to encourage the local building and real estate industry to present written and oral input to the City as to measures that may be taken to meet local housing needs. Invite local building contractors to address the City Council on this subject on an annual basis.



Implements Policy: 1.3

Year: 1993 and ongoing

Lead Agencies: City of Orland City Manager's Office, City Council

Funding Source: General fund, building permit fees

- 4.7.12 Continue to contract with the Glenn County Building Department for building inspection services and enforcement of the building and housing codes. Inspect housing units upon receiving complaints regarding health and safety problems, and require compliance with applicable codes. Require demolition of vacant dilapidated dwellings that are not economically feasible to improve to code standards.

Implements Policy: 3.1

Year: 1993 and ongoing

Lead Agency: City of Orland City Manager's Office

Funding Source: Building permit fees

- 4.7.13 Monitor the conversion of rental housing to condominiums and, if necessary, adopt an ordinance regulating future conversions.

Implements Policy: 3.6

Year: 1993 and ongoing

Lead Agency: City of Orland Planning Department

Funding Source: General fund

- 4.7.14 Continue to work in close cooperation with other Tri-County governments to ensure orderly development of unincorporated lands adjacent to the City, and the consistency of land use policies and development standards in those areas.

Implements Policy: 1.3

Year: 1993 and ongoing

Lead Agency: City of Orland Planning Department, City Council

Funding Source: General fund

- 4.7.15 Support economic development programs and strategies, including the Orland Area Chamber of Commerce, Glenn Chamber of Commerce Economic Development, Inc. and Tri-County EDC.



Implements Policy: 4.2

Year: 1993 and ongoing

Lead Agency: Orland City Council

Funding Source: General fund, CDBG re-use funds

- 4.7.16 Assist private and/or nonprofit developers in identifying available sites in Orland that could be utilized for farmworker housing. Encourage CHIP and other potential developers to pursue funding for self-help housing and farmworker housing at selected locations. Provide expedited permit processing and technical assistance to developers for the permit process.

Implements Policies: 6.2, 6.3

Year: 1993 and ongoing

Lead Agency: City of Orland Public Works Department and Planning Department

Funding Source: General fund, CDBG technical assistance grant.

- 4.7.17 Prepare and adopt a General Plan Amendment to adopt and implement relevant portions of the *Glenn County Energy Element* following its adoption by the County.

Implements Policy: 5.1

Year: 1994

Lead Agency: City of Orland Planning Department

Funding Source: General fund

- 4.7.18 Continue to make housing rehabilitation loans to qualified households as funds are available from the City's revolving loan fund.

Implements Policy: 3.3

Year: 1993 and ongoing

Lead Agency: City of Orland City Manager's Office

Funding Source: CDBG re-use funds



- 4.7.19 The City will continue to allow room additions for overcrowded owner households in accordance with zoning regulations, and provide an incentive for developers to provide multiple family units with three or more bedrooms. The incentives shall consist of a density bonus, in accordance with the provisions of State law.

Implements Policy: 6.1

Year: 1993 and ongoing

Lead Agency: City of Orland Planning Department

Funding Source: General fund

- 4.7.20 Revise the City of Orland Zoning Ordinance to be consistent with the City's General Plan.

Implements Policies: 2.1, 2.2

Year: 1993

Lead Agency; City of Orland Planning Department

Funding Source: General fund





## APPENDIX A

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APPENDIX A

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## FILING FEES FOR PLANNING AND DEVELOPMENT

ITEM	FEE
Tentative Subdivision Map	\$150 plus \$5 per lot
Tentative Parcel Map	\$ 85 plus \$5 per lot
Use Permit	\$ 60
Variance	\$ 60
Zone Change	\$135
EIR <sup>1</sup> (Initial Study)	\$ 50
Preliminary Parcel Map	\$ 60 plus \$5 per lot
Final Subdivision Map (10 copies)	\$100 plus \$5 per lot
Final Parcel Map (2 copies)	\$ 60 plus \$5 per lot
Lot Line Adjustment (8 copies)	\$ 75
Waiver of Parcel Map	\$ 50
Certificate of Compliance	\$ 60
Plan Review & Inspection	2% of estimated cost of required improvements.
Pre-Zone	\$175
General Plan Amendment	\$185
Annexation	\$716.50 Plus State Board of Equalization and engineering fees.
Detachment	\$250 Plus State Board of Equalization and engineering fees

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<sup>1</sup> EIR is required for all use permits, zone changes, tentative maps unless categorically exempt.





## REFERENCES

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## REFERENCES

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## REFERENCES

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Tehama County Planning Department, *Regional Housing Needs Plan for Tri-County Area Planning Council*, January 1991 to July 1997, 1992.

U.S. Census of Population and Housing, 1980, 1990.





## LIST OF PERSONS CONTACTED

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## LIST OF PERSONS CONTACTED

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## LIST OF PERSONS CONTACTED

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Elizabeth Moore, Executive Director, Community Housing Improvement Program

Al Calonico, City Manager, City of Orland

Laura Blevins, City Clerk, City of Orland



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RESOLUTION







RESOLUTION

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1 | **PLANNING COMMISSION**  
2 | **CITY OF ORLAND, STATE OF CALIFORNIA**  
3 | **RESOLUTION NO. PC 93-01**

4 | \* \* \*

5 | **RESOLUTION MAKING DETERMINATIONS, FINDINGS AND**  
6 | **RECOMMENDATIONS TO THE CITY COUNCIL TO ADOPT A**  
7 | **RESOLUTION ADOPTING THE HOUSING ELEMENT OF THE**  
8 | **CITY OF ORLAND GENERAL PLAN**

9 | \* \* \*

10 | **WHEREAS**, the Housing Element of the City of Orland General Plan has been  
11 | prepared by QUAD Consultants and was reviewed by the City Manager; and

12 | **WHEREAS**, on January 21, 1993, a duly noticed Public Hearing was held by this  
13 | Commission to amend the General Plan by adopting the Housing Element; and

14 | **WHEREAS**, the Planning Commission, after considering all the evidence, both  
15 | written and oral, presented at said public hearing, did find that there was sufficient  
16 | information to enable it to recommend adoption of this Housing Element to the City  
17 | Council, with modifications as recommended by staff to respond to the comments of  
18 | the Department of Housing and Community Development.

19 | **NOW, THEREFORE**, be it Resolved by the Planning Commission to recommend the  
20 | attached Resolution to the City Council with the following findings:

- 21 | 1. That there has not been presented substantial evidence that the adoption of  
22 | the Housing Element may cause a significant adverse impact on the  
23 | environment. Therefore, a Negative Declaration has been prepared and is  
24 | recommended to the City Council for adoption.
- 25 | 2. That the proposed Housing Element has been reviewed by the State of  
26 | California Department of Housing and Community Development and is in  
27 | compliance with State law, Sections 65580 et. seq. of the California  
28 | Government Code.

and with the following reasons:

1. That the proposed Housing Element is consistent with the other  
adopted elements of the City of Orland General Plan.
2. That the proposed Housing Element will provide a benefit to the City  
of Orland by providing for a coordinated plan for the development,  
maintenance and improvement of housing in the City of Orland.


1 This Resolution was adopted by the Planning Commission of the City of  
2 Orland at a regular meeting thereof on January 21, 1993, by the following  
3 vote:

4 **AYES:** Commissioners Hamlin, Morgan and Long

5 **NOES:** None

6 **ABSTAIN:** None

7 **ABSENT:** Commissioners Smith and Arano

8   
9 CHAIRMAN, PLANNING  
10 COMMISSION, CITY OF ORLAND

11 **ATTEST:**

12   
13 JANET WACKERMAN, Secretary  
14 Planning Commission, City of Orland



CITY OF ORLAND  
COUNTY OF GLENN, STATE OF CALIFORNIA  
RESOLUTION NO.93 - 05

\* \* \*

RESOLUTION MAKING DETERMINATIONS, REASONS AND  
FINDINGS ADOPTING THE HOUSING ELEMENT OF THE  
CITY OF ORLAND GENERAL PLAN.

\* \* \*

**WHEREAS**, a public hearing was held on the Adoption of the Housing Element of the City of Orland General Plan as recommended by the Planning Commission; and

**WHEREAS**, pursuant to Section 65090 of the Government Code, notice of a hearing before this Council was given by one publication in a newspaper of general circulation in the City of Orland; and

**WHEREAS**, the City Council after considering all the evidence, both written and oral, presented at said public hearing, did find that there was sufficient information to enable it to make a decision.

**NOW, THEREFORE, BE IT RESOLVED** by the City Council with the following findings:

1. That there has not been presented substantial evidence that the adoption of the Housing Element may cause a significant adverse impact on the environment. Therefore, a Negative Declaration has been prepared and is hereby adopted.
2. That the proposed Housing Element has been reviewed by the State of California Department of Housing and Community Development, and is in compliance with State law, Sections 65580 et. seq. of the California Government Code.

and with the following reasons:

1. That the proposed Housing Element is consistent with the other adopted elements of the City of Orland General Plan.
2. That the proposed Housing Element will provide a benefit to the City of Orland by providing for a coordinated plan for the development, maintenance and improvement of housing in the City of Orland.

1 **BE IT FURTHER RESOLVED** that the City Council orders that the City of Orland  
2 General Plan is hereby **AMENDED** to adopt the Housing Element as set forth in  
3 Exhibit "A" attached hereto and made a part hereof.

4 This Resolution was adopted by the City Council of the City of Orland at a regular  
5 meeting thereof on January 25, 1993 by the following vote:

6 **AYES:** Councilmembers Royce, Sinclair, Ledgerwood, Temple, Gee

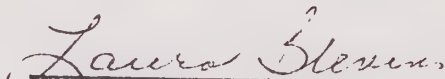
7 **NOES:** None

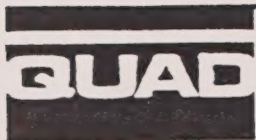
8 **ABSTAIN:** None

9 **ABSENT:** None

10   
11 Chuck Gee  
12 Mayor

13 **ATTEST:**

14   
15 Laura Steven  
16 City Clerk







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